DOCUMENT RESUME

ED 278 937 CG 019 717

AUTHOR	Boser, Judith A.; And Others
TITLE	A Study of Elementary Guidance Counseling.
INSTITUTION	Tennessee Univ., Knoxville. Bureau of Educational Research and Service.
PUB DATE	14 Oct 85
NOTE	201p.
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC09 Plus Postage.
DESCRIPTORS	*Counseling Effectiveness; Counseling Services; Counselor Performance; *Elementary Education; *Federal Aid; History; Literature Reviews; *School Counseling; *School Counselors; *School Guidance
IDENTIFIERS	*Tennessee

ABSTRACT

A study of elementary guidance counseling in Tennessee involved three phases: (1) a review of the literature containing outcome studies showing effectiveness of elementary guidance counselors; (2) a compilation of a history of school guidance in Tennessee from 1960 through 1985; and (3) a study of current elementary guidance counseling programs in Tennessee. The study of current programs included a telephone survey of all public school systems in Tennessee, site visits to elementary guidance programs with full-time elementary counseling positions, and analysis of questionnaire data obtained from systems identified for potential site visits. The literature review revealed that elementary school guidance programs have been strongly supported by parents and school personnel; that counselor effectiveness decreased when the counselor was assigned to more than one school or to more than 500 students; and that changing student behavior, increased by a combination of approaches, was the strongest evidence of counselor effectiveness. Compilation of a history of school guidance identified federal legislation and funding as the major force promoting secondary school guidance and showed that pilot programs in elementary guidance were initiated when federal funding was available. Results of the study of current programs revealed that seven school systems in Tennessee employed at least one full-time elementary counselor; in school systems not employing elementary counselors, 90% of the administrators reported needing counselors. Conditions under which counselors worked and program priorities varied by community. Counselors were generally perceived as meeting the guidance program objectives and the greatest guidance needs in their schools. (Fifteen data tables are included, and the survey instruments and instructions for conducting the surveys are appended.)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED278937

A STUDY OF
ELEMENTARY GUIDANCE COUNSELING

CG 019717

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality

- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Judith A. Baser

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

BEST COPY AVAILABLE

A STUDY OF
ELEMENTARY GUIDANCE COUNSELING

Dr. Judith A. Boser
Project Director

Dr. William A. Poppen
Dr. Charles Thompson
Dr. Lawrence DeRidder

Bureau of Educational Research and Service
University of Tennessee
214 Claxton Addition
Knoxville, TN 37996

October 14, 1985

A STUDY OF ELEMENTARY GUIDANCE COUNSELING

EXECUTIVE SUMMARY

October, 1985

In January, 1985, the Tennessee State Board of Education issued a Request for Proposals to conduct a Study of Elementary Guidance Counseling. The Bureau of Educational Research and Service of the University of Tennessee, Knoxville, was selected in late March to conduct the study to be completed by October 14, 1985.

The project included a review of literature containing outcome studies showing effectiveness of elementary guidance counselors and a compilation of a history of school guidance in Tennessee for the period beginning in 1960 and continuing through the present. The third dimension of the project was a study of current elementary guidance counseling programs in Tennessee.

The study of current programs included:

A telephone survey of all public school systems in Tennessee.
Site visits to elementary guidance programs with full-time elementary counseling positions which had been in operation a minimum of one year.
Analysis of questionnaire data obtained from systems which had been identified for potential site visits.

Results of the review of literature are as follows:

Elementary school guidance programs have been strongly supported by parents and school personnel in schools which have had them.

Elementary guidance counselor effectiveness is decreased when the counselor is assigned to two or more schools.

Elementary guidance counselor effectiveness is decreased when the counselor serves more than 500 students.

The strongest and most convincing evidence of elementary guidance counselor effectiveness is in changing student behaivor.

Elementary guidance counselor effectiveness in changing student behavior is increased by the use of a combination of approaches rather than any one approach.

The effectiveness of counselor-conducted developmental guidance groups is enhanced when the number of sessions is increased.

Compilation of a history of school guidance in Tennessee from 1960 to the present showed:

The major force promoting the expansion and increasing the quality of secondary school guidance in the state has been federal legislation which included funding.

Pilot programs in elementary guidance were initiated at two particular points in time when funding was available through federal legislation.

This study was funded by the Tennessee State Board of Education.

Elementary guidance counselors have been employed in Tennessee public schools since 1963-64, the first year school systems were required to report their numbers to the State Department of Education. Separate certification requirements for elementary school counselors in Tennessee were established in 1972.

Leadership for school guidance peaked in the late 1970's when eight people were employed by the state to provide leadership in this area. In 1980 and 1981 the process was reversed, reaching the current status in which a single individual is responsible for guidance in addition to psychology and health services.

Results of the study of current elementary guidance counseling programs in Tennessee include the following:

Seven school systems employed one or more full-time elementary counselors (excluding middle schools) in guidance programs which have been in operation for one or more years.

The conditions under which the counselors functioned varied with respect to the nature of the population they served, number of students for whom they were responsible, and number of schools they served.

Program priorities varied with the community and priority of local needs. The counselors devoted the largest percentages of their time to individual counseling and classroom guidance functions.

Counselors serving smaller numbers of students (approximately 500) and a single school were perceived as being effective by significantly larger percentages of students, parents, and teachers than counselors serving larger numbers of students (sometimes in excess of 1,000), and/or more than one school.

Counselors were generally perceived as meeting the guidance program objectives and the greatest guidance needs in their schools.

There was little problem in articulation of guidance services with other programs and services. Counselors in different systems interface in different ways with other program personnel, but in each system the interaction was perceived as operating smoothly.

Elementary guidance programs were equally or more important than other programs when funding resources have necessitated reduction of services. A larger number of superintendents of school systems not currently employing counselors listed them as a major need of the school system than any other specific type of personnel.

In schools systems not employing elementary counselors, 90% of the administrators reported that they needed them. Lack of funding was cited by 97% of those systems as the primary reason there were no counselors.

In systems where counselors were employed, 91% of the parents and 99% of school staff members felt there was a need for a counselor in the elementary school, and 100% of the parents who have had contact with counselors felt they were needed.

Table of Contents

Page

REVIEW OF LITERATURE ON ELEMENTARY GUIDANCE COUNSELOR EFFECTIVENESS . . 1

Introduction 1

Review of Research 2

State Studies 3

Guidance Program Evaluations and Effectiveness 4

Local Program Effectiveness Studies 8

Teacher Consultation 10

Parent Education Groups 12

Developmental Group Guidance 15

Counseling with Students 18

Combined Approaches with Students 20

Longitudinal Studies 23

Validity and Reliability 23

Variables Related to Successful Program Outcomes 25

Policy Implication 26

Bibliography 29

A HISTORY OF SCHOOL GUIDANCE IN TENNESSEE 37

The Development of School Guidance 37

Elementary School Counselors in Tennessee Since 1963 48

Guidance Leadership in the State Department of Education, 1957-1984 52

Publications 55

Minimum Rules and Regulations About Guidance 56

Legislation Related to Elementary Counseling 58

Chronology of the Development of Guidance in Tennessee, 1945-85 . 61

Footnotes 63

Page

STUDY OF ELEMENTARY SCHOOL GUIDANCE PROGRAMS IN TENNESSEE 64

Overview 64

Telephone Survey 66

System A 80

System B 84

System C 89

System D 96

System E 99

System F 101

System G 104

Summary Statistics Across Programs 109

Design of the Questionnaire Data Collection Studies 114

References 127

Student Questionnaires 128

Parent Questionnaires 140

School Staff Questionnaires 147

Relationship of Project Results to Task Four 162

APPENDIXES 171

Appendix A: Instruments 172

Appendix B: Tennessee Elementary Guidance Programs Employing One or More Full-time Counselors 193

Appendix C: Comments from Superintendent Telephone Survey 197

Appendix D: Samples of Elementary School Guidance Program Objectives 200

Appendix E: Sample Developmental Guidance Objectives/ Activities 203

Appendix F: Sample Job Descriptions 213

Appendix G: Sample Materials 221

Appendix H: School Staff Member Comments 223

List of Tables

Table Page

1. Responses of Systems Without Elementary Counselors to Telephone Survey Questions 69

2. Systems Previously Having Elementary Counselors 77

3. Students Served Per Counselor 110

4. Rank Order of Time Devoted to Counselor Functions 110

5. Principals' Ratings of Guidance Programs 113

6. Survey Participants by System 119

7. Length of Time in the School 121

8. Responses to Student Questionnaire Items for All Students . . . 129

9. Responses to Student Questionnaire Items Directed to Grades 3-8 Only 131

10. Responses to Student Questionnaire Items Directed to Grades 5-8 Only 132

11. Rank Order of Ways in Which Students Have Been Helped by Counselor By School System 138

12. Responses to Parent Questionnaire Items 141

13. Specific Types of Counselor Activities 148

14. Evidence of Counselor Effectiveness Perceived by School Staff Members 151

15. Reasons for Staff Members' Dissatisfaction with Counseling Services in the School 153

List of Figures

Figure | Page

1. State-Level Leadership 53

2. Change in Mean Scores Across Time 95

3. Mean Percentage of Counselor Time Devoted to Major Guidance Activities by Groups of Systems 112

4. Comparison of Student Responses to Items Addressed to All Students by Groups of Systems 133

5. Comparison of Student Responses to Items Addressed to Students in Grades 3-8 by Groups of Systems 134

6. Comparison of Student Responses to Items Addressed to Students in Grades 5-8 Only by Groups of systems 135

7. Number of Items (16-24) Checked by Students by Groups of Systems 137

8. Attitude of Parents Who Have Had Contact with the Counselor 143

9. Mean Percentage of Affirmative (Yes) Responses to Parent Questionnaire Items by Groups of Systems 145

10. Helpfulness of Counseling/Consultation 149

11. Scope and Impact of Guidance Program 155

12. Comparison of System Group Means on Items on Which Responses by Staff Members Differ Significantly 158

13. Perceived Effectiveness Areas on Which Responses of Staff Members Differ Significantly 160

REVIEW OF LITERATURE ON ELEMENTARY GUIDANCE COUNSELOR EFFECTIVENESS

Introduction

One of the activities initiated early in the project was a review of literature focusing on outcome studies in elementary school guidance counseling. Studies similar to the one planned for this project were especially sought in the hope of finding previously developed research instruments appropriate to the tasks and objectives in this project.

Computer searches of the Educational Resources Information Center (ERIC) and Dissertation Abstracts International databases were conducted. In addition, state departments of education in the United States were surveyed to obtain copies of any studies of effectiveness which they had completed. State department personnel related to elementary guidance were eventually contacted in all but three states.

Facilitators of the National Diffusion Network in all 50 states were contacted by mail to identify elementary guidance programs which had been validated at either state or national levels or programs which were effective but had not pursued validation. The director of the counselor education program in each college and university which has been accredited by the Council for Accreditation of Counseling and Related Educational Programs (CACREP) were requested by mail to make project staff aware of research which had been carried out by graduate students as either dissertations or theses.

In reviewing material, it was decided to include only studies in which it could be determined that a counselor, preferably an elementary school counselor, had been involved. Middle and junior high school counselors were excluded. In some articles, the description neglected to identify any specific involvement of a counselor or an elementary school counselor. If one or more of the authors was an elementary school counselor, the study was included. Use of graduate students automatically introduces an artificiality into the study and could produce invalidity due to the novelty effect of their presence alone.

Studies in which teachers conducted guidance activities (as is frequently the case with classroom guidance activities) were also not included in this review unless a counselor was specifically involved. While it may be entirely appropriate and effective for teachers to conduct group guidance activities in the classroom, there is no control over their skills and knowledge about conducting such activities. The same may be said of graduate students who have not completed their programs. Certification requirements may not be identical in all states, but attainment of guidance certification in any state indicates that the state accepts the person as competent to carry out the varied functions expected of an elementary guidance counselor.

Reviews of Research

Reviews of research focusing on various counseling approaches have been published and are worth mention, but their findings cannot simply be incorporated here since some of the studies they reviewed were not conducted by counselors. Sutton and Adams (1979) presented an annotated bibliography of parent education research studies. Medway and Smith (1978) compared research evidence of four affective education programs commonly used in elementary schools. Shrank (1982) reviewed research on the use of bibliotherapy in elementary school.

Herr (1982a, 1982b) cited findings from research in such categories as characteristics of the effective counselor, long-term gains; self-esteem, self-concept, interpersonal relations, and mental health; decision making; career planning; career development and career education; school achievement; racial integration; transition to work/work adjustment; juvenile delinquency; mentally retarded and disadvantaged youth. The results noted by Herr were obtained by secondary as well as elementary school guidance counseling programs, however. Gerler (1985) reviewed research which had appeared in Elementary School Guidance and Counseling from 1974 through 1984 in the areas of behavior change, affective education, interpersonal skills training, and imagery and sensory training. The articles cited include several in which it could not be determined that an elementary school counselor had been involved.

State Studies

Few states have conducted studies of elementary guidance effectiveness or accountability in the recent past. Notable exceptions are Delaware, Florida, Indiana, Maryland, North Carolina, Pennsylvania, and Virginia. Minnesota performed some research in the early 1970's in connection with funded programs. Texas and Tennessee, among others, prepared reports on pilot projects funded through NDEA and ESEA legislation. Evaluations of pilot programs were usually done at the conclusion of the programs and were based primarily on questionnaire data, documentation of activities, and relating activities to objectives which had been determined at the local level. Results were generally very positive.

In many states (California, Colorado, Georgia, Hawaii, Idaho, Louisiana, Nebraska, and Wisconsin, for example), individual school districts were referenced as having a particularly good elementary guidance program or one which was considered effective. Follow-up contacts produced many program evaluations which showed how the counselor's time was spent; perceptions of students, parents, and teachers; and numbers of individuals and groups of various types served. Some included detailed lists of counselor activities. Some documented ways in which objectives (usually project objectives) were met. Few, however, had done controlled outcome studies.

Questionnaire data showed strong support of the guidance programs. State and local officials frequently cited the continued growth and expansion of elementary guidance programs as evidence of their value. While these reports do not generally provide proof of the effectiveness of the counselor's activities, they almost unilaterally show that there is perceived to be a need for elementary counselors by school personnel and parents alike in systems which have been served by elementary counselors.

Exemplary and validated programs involving elementary counselors have been identified in New Jersey and New York. In addition, some programs which have been nationally validated by the National Diffusion Network could be implemented by the counselor or under the counselor's leadership in the school.

Guidance Program Evaluations and Effectiveness

A large-scale study of elementary counselors was conducted in Florida (Peck & Jackson, 1976). Elementary counselors in a stratified sample from throughout the state reported spending 40% of their time doing individual counseling. That it was effective was shown by significant improvement in grades and self concept for students with whom the counselors had five or more direct or indirect counseling contacts. Data for three years showed that amount of time counselors devoted to small and large group sessions underwent changes during the second and third years of the study. Small group sessions increased from 225 during the first year to 310 during the second but dropped to 279 during the third (Florida State Department of Education, 1975). The number of large group sessions, on the other hand, continued to rise (162, 223, and 273). Students in grades 4-6 received more individual counseling than students in lower grades initially, but the need for counseling by students in kindergarten through third grade showed an increase. Strong parent and staff support were reported, as was concluded in the third year evaluation comment that, "Parents rated the counselors as one of the most needed support positions in Florida's elementary schools" (p. 3).

Miller, Gum, and Bender (1972), in a study of data from two years on the 17 elementary guidance programs in Minnesota funded under NDEA or Title I also found changes in how counselors spent their time. During the second year there were significant increases in time devoted to four developmental activities but only two remedial activities. Outcomes were related to how the counselor's time was spent. During the first year of program implementation, significant increases were found in academic achievement, social acceptance, locus of control, pupil and teacher perceptions of helpfulness. During the second year, there was an increase in the amount of time spent counseling and doing inservice. Impact was strongest when the counselors performed both remedial and developmental activities, worked a full day, and did a variety of tasks. Findings supported the previous conclusions of Tamminen and Miller (1968) that, "the assigning of elementary school counselors to multiple buildings does not appear to be a sound practice. The counselor serving a single building may be a more crucial variable than the traditional pupil-counselor ratio concept" (p. 250), Longitudinal effectiveness studies were recommended.

Results of a recently completed study of elementary guidance programs in three school districts in Virginia (Ryan, 1984) through questionnaires and interviews led to the conclusion that the major factors influencing counselor effectiveness were counselor load and whether the counselor serves one school or more than one. Researchers identified a counselor-student ratio of 1/472 as the critical point beyond which effectiveness begins to decline. As in other studies, strong support was shown for elementary counselors, and they were perceived as being effective. Obtaining the same or similar information from different populations provided substantiation for the answers which were given.

A study of elementary guidance pilot programs in three schools for three years (1982-85) in Delaware (Research for Better Schools, 1985) showed significant impact on self concept and discipline as measured by bus reports and suspensions. Improvements were also found in attendance and achievement although the changes were not statistically significant. Data were not available from all sites, and there were no control or comparison programs.

An elementary counselor accountability study was undertaken in North Carolina in 1981 to demonstrate counselor effectiveness in five problem areas: underachievement, absenteeism, poor study habits, divorce adjustment, and disruptive behavior (Gerler & Anderson, 1982). Studies were designed in a pre-post, experimental-control group format with complete directions and distributed to 130 volunteers from among the state's 320 counselors. Divorce groups conducted at eight sites had significant effects on student attitude toward divorce and conduct grades which were not matched by control group students (Anderson, Kinney, & Gerler, 1984). Individual and group interventions used with 41 third and fourth grade students at several sites over nine weeks showed significant improvement unparalleled by control group students in math and language arts grades as well as scores on a self-rating of behavior (Gerler, Kinney, & Anderson, 1985). Teacher behavior ratings were not affected. It must be noted that all counselors participating in these studies were volunteers, and there was no verification that the studies were conducted as designed.

Developmental group guidance activities (conducted to help students meet developmental needs rather than to remediate problems) have been studied in several cases. In a recent study conducted by Myrick (In press), 67 Florida elementary schools were involved in a study of a unit of six counselor-led classroom guidance activities on attitudes. Both top and target (low-rated) students improved significantly on some of the behavioral and affective items on both student and teacher inventories.

The study was replicated in Indiana (Indiana Department of Education, 1984) by 25 elementary counselor volunteers. Similar improvements were found between target and top students and their control counterparts on self ratings, but only for target students on teacher ratings. Teachers of top students did not recognize significant changes in their behavior resulting from the guidance group activities. Thus far, these studies have measured only perceptions of behavior, rather than actual behaviors. As was true in the North Carolina studies, there is no assurance that the prescribed research design was followed.

Maryland (Keys, Undated) approached counselor effectiveness in another way. Reports of case studies showing counseling effectiveness with individual students of elementary and secondary school counselors from 19 of the 24 local education agencies across the state were compiled. Length of counseling varied from six weeks to two years, and a variety of techniques and approaches were used. While results of some studies were based on grades, attendance reports and decreases in referrals, others were deemed effective on the basis of teacher reports and changes in student appearance.

Local Program Effectiveness Studies

Some studies focus on a total guidance program at the local or district level. Batdorf and McDougall (1968) used the Minnesota Teacher Attitude Inventory and a Self Picture Check List administered four times during the year to gauge impact of the first year of a global elementary counseling program in eight schools. One school which did not introduce the counseling program that year served as the control. Counselor caseload was approximately 2500 pupils. No significant differences were reported although a large percentage of teachers indicated it was of value to students and staff. It was concluded that one year was not adequate time on which to assess such changes as had been predicted.

Kaiser and Sillin (1977) examined the Title III elementary guidance program in Topeka, Kansas. One aspect of the overall evaluation was directed toward a 21-session classroom guidance program administered in each of four schools, with random assignment of one sixth grade class at each school to the treatment and another class to

17

control conditions. Pretest-posttest gains in self-concept on the Piers Harris were significantly greater for the experimental classes than for control classes. Iowa Test of Basic Skills scores also significantly favored the experimental group. There was a trend toward higher IQ scores for the experimental classes. Smaller groups and a longer treatment were recommended.

Pilot programs were developed in Oregon around the concept of the Child Development Specialist (CDS), who basically functions as a developmental guidance counselor focusing on developmental screening and classroom guidance as major activities. One program (Kushmuk, 1981) documented significant gains during the first two years of implementation in self acceptance and self security. Teacher ratings improved significantly from kindergarten to second grade for children in the program all three years. After three years in the program, children in CDS schools had higher rates of growth in reading, math, and language than students in schools not having the CDS program (Sheldon & Morgan, 1984). Improvements in self concept made early in the program were maintained. Based on results from the six three-year pilot programs, state funding was increased. Because the programs have a preventive orientation, ten-year longitudinal studies are planned to determine whether or not they achieve the goal of preventing problems in upper grades.

Studies in two California school districts have been reported. The San Diego City Schools (1981) reported an elementary guidance preventive counseling center program which resulted in dramatic reductions in suspensions and office referrals for disciplinary reasons during the first year of operation which were maintained during the second year. The Los Angeles school district found elementary counselors effective in easing stresses of voluntary integration. Reports of counseling impact included improved behavior, self concepts, and academic achievement (Baldwin & Sitkin, Undated).

An accountability study in Florida was somewhat unique and probably realistic in that once the 16 counselors had identified target underachievers in grades 3-5 and assigned them to treatment and control conditions, the counselors selected and implemented their own treatment methods for the eight-week treatment (Susman & Myrick, undated). Counseled students improved significantly in both teacher and self-ratings of behavior while control students did not. The instruments, however, lack reliability and validity. Counselors generally used more than one approach (i.e., individual and group counseling, counseling and teacher consultation, etc.).

Another study (Crabbs, 1984) also cut across various types of treatments and counselors in 13 elementary school. Questionnaires were completed by students, parents, and teachers of students who had been referred for counseling while in grades K-5 and had more than one counselor contact. Parents and students noted improvements in grades, and students were more likely than adults to feel attendance had improved. On all but four of 21 items, more than half of each group noted improvements.

Teacher Consultation

Teacher consultation was frequently used in responding to problems of individual students or of a few students in a class. In addition to the case study reports of individual counseling effectiveness from Maryland, other studies were found in which time series designs were used to measure the effectiveness of teacher consultation in changing student behavior. Four of the studies involved teacher consultation in an ABAB design and showed definite changes in student out-of-seat behavior (Englehardt, 1971; Whitley & Sulzer, 1970), talking out (Whitley & Sulzer, 1970), attending behavior and math performance on worksheets (Hillman & Shields, 1975), and off-task behavior of learning disabled students (Mitchell & Crowell, 1973). Teacher positive reinforcement of desired behavior and ignoring inappropriate behavior were also noted by Englehardt. Changes in teacher behavior were reflected in changes in student behavior.

Observers verified behavior changes in all studies, although the observer was usually the counselor. Independent observers (college students) were used in only one study. A two-month follow-up conducted by Whitley and Sulzer showed that the behavior change had been maintained.

Group consultation with student teachers on disruptive behavior and alternative reinforcement techniques did not change their attitude toward disruptive children, but participants did report improvements in student behavior (Lewin, Nelson, & Tollefson, 1983). Videotaping and providing feedback to teachers on an individual basis in addition to group counseling on a regular basis which sometimes highlighted desirable behaviors from the videotapes increased peer perceptions of professional competence and knowledge of peer classroom behavior (Brown & Kameen, 1975).

A similar treatment which also included individual and group counseling and group guidance with students produced significant gains in both self acceptance and peer acceptance on the part of students

(Kameen & Brown, 1978). While teachers failed to improve significantly on esprit and intimacy, student gains in self perception were highest for teachers who made the highest gains in intimacy, whereas students of teachers who gained most in esprit were significantly higher on self perception. Lack of a control group and reliability and validity of the student instruments, however, detract from the positive findings.

Individual teacher consultation, primarily initiated by the teacher in response to a problem, appears to be more effective in changing teacher behavior than a group approach, especially when an observer is used. When teacher behaviors are changed, student problem behaviors are usually changed also. This can be a time-consuming approach if the counselor does the observing, however.

Parent Education Groups

The Systematic Training for Effective Parenting (STEP) program was used in three studies. Jackson (1982) found significant effects on child-rearing attitudes but no significant difference between children of participants and controls on self-concept gains or reports of parents' behavior.

Meredith and Bennings (1979) used the STEP program with randomly selected parents of children scoring below average on self concept. Only five of 14 original control group members completed the pretest correctly, so a group of teachers taking a graduate class was used as a control group. This would cast doubt on the significant difference found (treatment group parents were less authoritarian). No differences were found in the children's self-concept scores or on parents' responses on the F Scale.

Esters and Levant (1983) compared the STEP program with an Adlerian program called the Self-Esteem Method (SEM) with parents of low-achieving students. On the posttest there was no significant difference in Grade Point Average between students whose parents were in the STEP and SEM, but both groups were significantly higher than students whose parents were in the control group. Students of both treatment groups were also significantly higher on self-esteem than the control group on the posttest, but only the SEM students were significantly higher on a three-month follow-up.

Adlerian parenting groups were used in three studies: Fears (1976) used only the Adlerian model; Frazier and Matthes (1976) compared an Adlerian approach with behavioral; and Campion (1973) compared an Adlerian-Gordon parenting group with a Family Communication Systems group. Parents in Fears' six parent study groups became significantly more positive in their perceptions of their children's behaviors. There was no control group. At the conclusion of the program parents in the Adlerian group became significantly less authoritarian and more likely to use logical consequences (which is part of the Adlerian program) than those in either the behavioral or control groups in the Frazier and Matthes study. When parents rated their own behaviors, there were no significant differences between those in the two treatments. Although participants were randomly assigned to groups, only posttest measurements were taken, so it cannot be determined that the groups were equal before starting. Also, 60% attendance and completion of all instruments was the criterion for inclusion in the study. There is no mention of mortality rates for the various groups. The Adlerian-Gordon approach used by Campion was significantly more effective than the

Family Communication Systems approach in increasing parents' confidence. Both treatments were superior to control conditions in effecting changes in parental attitudes of confidence, causation, and understanding, but not in acceptance or trust.

Haversack and Berger (1973), who were able to randomly select treatment and control group members for a locally developed program, found significant increases on all five of the Parent Attitude Scales used in the Campion study for the experimental group, none for the control group.

Judah (1978) gave a very good description of a multimodal parent training program. However, the analysis was not similarly well presented. Ages of the students could not be determined. A control group was mentioned, and parents in the program were reported as undergoing significant changes in becoming more accepting and less authoritarian toward their children while the children became more congruent in self images. The instruments and statistical tests used were not cited.

Maladaptive benavior was reduced for students in grades 4-6 whose mothers participated in cognitive-behavioral counseling as well as for students receiving weekly behavioral counseling (Taylor, 1977). Mothers who were counseled also became significantly more positive regarding their children.

Two studies were reported which focused on single parents. Hudgins and Shoudt (1977) brought about significant increases in the empathic level of parent responding. Participants were volunteers, and there was no control group. Henderson (1981) organized a support group for parents which parents reported as useful. Children were generally more positive toward their parents, particularly in the areas of increasing home management ease and discussion of divorce. A questionnaire was developed for use on a posttest-basis only with this project. No statistical analysis was undertaken.

The parent education studies were dependent on parent volunteers for participants. In only one study were parents randomly selected, and in two studies (Meredith and Bennings, and Frazier and Matthes) were parents randomly assigned to treatment and control conditions. In the Meredith-Bennings study, the originally assigned control group had to be replaced because most of them failed to complete the pretest. In the Frazier-Matthes study attendance at only 60% of the parent meetings was sufficient for inclusion in the study and there was no mention of parent attendance for either group or of the number of either group deleted from analysis because of lack of attendance.

Developmental Group Guidance

Developmental group guidance activities generally involving the entire class and in which the counselor was involved have been conducted but usually on a smaller scale than those in Florida and Indiana. Programs ranged from five to eight sessions, usually on a weekly basis. Burnett (1983) who randomly assigned one of each of 10 pairs of seventh graders to the treatment group found significant differences on posttest self-concept scores.

Behavior observations by a teacher and an aide were used by Honer (1980) in detecting changes in lying, fighting, care of property, inappropriate language, and attendance in connection with classroom group guidance activities on those topics with classes of students in grades one through six. Although an inappropriate statistical test was used in producing significant results, the raw data shown would probably have produced similar results if an appropriate test were used. Differential grade-level effects were found: attendance was affected only for grades 1-4, care of property, honesty, and fighting were more effective for students in grade one than with a higher grade level.

Length of the program made a difference in three studies. Darrigrand and Gum (1973) found improvements in self concept, school attitude and peer relations for students in second grade who participated in either developmental guidance experiences or Human Development Program. Students who participated in 50 HDP lessons showed significantly greater gains in all three areas than those participating in only 25 HDP lessons. Halpin, Halpin, and Hartley (1977) also found second graders who participated in classroom guidance activities more often (twice a week) made significantly greater gains in social status than those who participated in them only once a week or were in a control group. Reseating of students did not make a difference. Hammerschmidt and Smaby (1973) compared fourth-grade developmental guidance groups participating in eight and sixteen sessions. There were significant differences in verbal participation favoring the 16-session group, and in being liked by others favoring the shorter program.

The Human Development Program (HDP) was used in several studies. Edmondson (1979) found no significant difference in self concept of fourth graders from the use of either Human Development Program or Transactional Analysis. Hess, Peer, and Porter (1978) used the Human Development Program with sixth graders but found significant differences in happiness due to females in one of the three experimental classes and in popularity due to males in another of the experimental classes.

Harris (1976) compared the use of HDP with a group in Rational Emotive Education (REE) and a placebo group. The REE group was significantly higher on rational thinking and content on the posttest, and was still significantly higher on content four weeks later. Treatment groups did not differ on locus of control. Randolph and Thompson (1973) compared HDP with a developmental guidance group, a placebo, and a control group. Although there were no significant differences, students in both treatment groups scored higher on self concept, personality, and teacher adjustment ratings. The HDP group tended to score higher than the other treatment group, and the placebo group tended to score higher than the control.

Danielson's (1984) program to reduce anxiety of fifth grade students showed significant improvement on nine of ten achievement test subscales. This study was replicated the following year with the next fifth-grade class but resulted in significant improvement on only two subscales. Other activities in the school system were cited as responsible for failure to produce similar results.

Gumaer and Voorneveld (1975) compared classroom guidance with fifth graders to relaxation group counseling and control groups of fourth graders. No statistical tests were used, but the two treatment groups were higher than control groups. The counseling group was higher than the guidance group on self esteem and social status. The grade level differential cannot be discounted. In another study in which the effect of group guidance on social status was tested, Hillman and Runion (1978) found activity group guidance significantly more effective than a placebo or control group in improving the social status of fifth graders.

Bedrosian, Sara, and Pearlman (1970) found significant improvement in needs of fourth graders who participated in a teacher-led developmental guidance group. The teacher-led group was also superior when compared with a counselor-led group and a control group.

Two additional group guidance studies were found which focused on areas somewhat unrelated to those previously identified. Fifth and sixth graders participating in a Kohlberg group made significantly greater gains in moral judgment while students in a Youth Effectiveness Training program showed a tendency to make greater gains in self esteem (Bear, 1983). Clark-Stedman and Wolleat (1979) found no significant difference in sex role orientation as a result of group sessions for eighth grade girls.

Counseling with Students

Other programs were undertaken more specifically to deal with a problem or from a remedial perspective. Behavior was most often the focus of such counseling groups. There was considerable variation in the designs of the studies. Alper and Kranzler (1970) compared the use of client-centered, behavior contracting, placebo, and control groups in dealing with out of seat behavior problems but found no difference in attitude, self-concept, social status, math completion, or behavior.

Briskin and Anderson (1973), using older students to meet with problem students and monitor time out, found improved behavior when treatment was started which continued as reinforcement was reduced. There was, however, no reversal period or follow-up.

Myrick and Dixon (1985) reported a study involving 10 counselors in 13 schools, students in grades five and six participating in group counseling. Teacher behavior ratings improved significantly from pretest to posttest.

Gumaer and Myrick (1974) compared group counseling and teacher consultation. Improved behavior for students in counseling group was also evident in the classroom but was not maintained 10 weeks after the group counseling had ended.

Altmann and Firensz (1973) found significant gains on behavior ratings of counseled students when compared to control and placebo groups. Counseled and placebo students gained significantly more than controls.

Downing (1977) found significant improvement in achievement for counseled sixth-grade students. Students receiving counseling also made greater improvements in attendance and behavior than controls.

Van Hoose, et al., (1969) used weekly interviews with students in grades 4-6. Counseled students showed significantly better improvement than controls in social status and gained more (not significantly more) than controls on teacher behavior ratings although both groups made significant improvements. There were no significant differences on achievement or personality.

Kern and Kirby (1971) found students in grades five and six in groups which included peer models made significantly greater gains in teacher behavior ratings than control or counselor-oriented group students. There were no significant differences in social power.

In addition to behavior, counseling groups have been used to improve social status in second graders (Thombs & Muro, 1973), verbal response rates of nonverbalizing sixth graders (Tosi, Swanson, & McLean, 1970), dissatisfaction with grades by students in fifth and sixth grades

(Warner, Niland, & Maynard, 1971), locus of control and responsibility for school achievement in grades four through six (Wirth, 1977), teacher and parent ratings (Omizo, 1981), self esteem and teacher behavior ratings of shy students (Leone and Gumaer, 1979).

Kranzler, Mayer, Dyer, and Munger (1966) found individual counseling significantly more helpful than control conditions in improving social acceptance of fourth graders on a posttest and more helpful than combined control and teacher guidance (consultation) on a follow-up seven months later.

Studies in which no statistical analysis was used have indicated that group participation resulted in improved attendance for four out of five students over the same month during the previous year (Keat, Metzgar, Raykovitz, & McDonald, 1985), decrease in number of perceived problems (Halliwell, Musella, & Silvino, 1970), marked improvement in grades for 78 of 90 students counseled over a three-year period (Silverman, 1976), promotion for eight of 10 potential retainees at the first-grade level and gains in sociometric status for shy students (Gerler and Locke, 1980).

Counseling does not describe "A Treatment", but rather a type of treatment which is subject to a great deal of variation. Most of the studies were concerned only that a change had occurred by the end of the treatment, not whether changes in behavior or attitude would be maintained.

Combined Approaches with Students

Special tutoring by a teacher, reinforcement, classroom discussions, and involving the student with popular peers resulted in more appropriate sex behaviors and social acceptance for a male student (Myrick, 1970). Changes were observed after treatment was concluded.

Terkelson (1976) involved students and parents in separate groups, then combined them into a single group. Both children and parents perceived parents' communication skills as improved.

Lewis, Kelley, and Downey (1970) found that students in grade three in groups receiving parent and teacher consultation or having access to a guidance consultant in the school made significantly greater gains in work attitudes and skills than students receiving counseling, having a counselor in the school but not receiving counseling, or not having a guidance worker in the school at all. All groups improved on teacher behavior ratings.

Marchant (1972) found counseling, teacher consulting, and combined counseling and consulting groups all made significantly greater improvement in teacher behavior ratings than control group students of fourth and fifth graders. There was no difference between treatments in effectiveness. Moracco and Kazandkian (1977) also found all three conditions significantly better than control condition for students in second and third grades, but the combined counseling-consulting group showed significantly greater gains on teacher behavior ratings than use of either approach alone.

Mayer, Beggs, Fjellstedt, Forhetz, Richards, and Nighswander (1970) found no significant differences in anxiety, social status, and pupil relations between control, consultation, and counseling group students. Students participating in counseling became significantly more positive in their attitude toward counseling than students in the consultation and control groups.

Platt (1970) used an Adlerian approach of individual and group counseling with children, parent and teacher consultation. Mother and teacher behavior ratings of experimental group children showed significant gains; placebo group children gained significantly on teacher behavior ratings.

In a study by Kern (1973), students in grades 4-6 in group counseling improved significantly more than controls in behavior ratings and personality. Sudents in a halo consultation group tended to show greater gains than those in the control group.

Hayes, Cunningham, and Robinson (1977) found no difference between posttest scores on motivation, anxiety, and self-esteem of fifth-grade students participating in individual plus group counseling and parent consultation. The parent consultation group was significantly higher than the control group on all three measures, however.

Kern and Hankins (1977) found fourth and fifth graders participating in Adlerian groups, with and without homework assignments, showed significant improvements on a personality measure when compared with control students, and the Adlerian group with homework was significantly better than the control group on behavior ratings.

Classroom group guidance was supplemented by small group counseling and teacher consultation in use with grades four and five by Cobb and Richard (1983). They did not specify the statistical analysis used but did report major improvements in conduct, personality and immaturity based on observations by teachers and independent observers. Reliability between observers was not reported.

Longitudinal Studies

Few studies examined more than immediate effects of the treatment. One of the notable exceptions is Gerler (1980). This study is also one of the few to include a placebo group. Children were randomly assigned to participate in Human Development Program, Developing Understanding of Self and Others (DUSO), free play (placebo), or control groups throughout the kindergarten year. During the kindergarten year, attendance of children in the two treatment groups was significantly better than that of control children. In first grade, attendance of children who had participated in DUSO was still significantly better than that of control children. There was no significant difference during third grade, although DUSO and HDP averages were still better than those of the play and control groups. The free play group was not significantly different from the other groups.

Riester and Tanner (1980) administered questionnaires two to eight years after group participation to students who had participated in group counseling when they were in third, fourth, or fifth grade. Groups had met weekly for six months. Half or more of the students reported that the groups had been effective in improving peer relations, attitude toward school, getting along with teachers and parents.

Validity and Reliability

In terms of the validity of the studies found, some sources of invalidity have already been noted. The most prevalent research design used was a pretest-posttest design with one or more control groups, which was used in 60% of the studies. There were also pretest-posttest designs with no control group (18%), posttest-only designs with (10%) and without (4%) a control group, and time-series designs (8%). Of the pretest-posttest control group designs, random assignment was used in over half of them (59%). Subjects were randomly selected in 15% of the studies, and there was no mention of randomization of any kind in the remaining 24%. In 9% of the studies, subjects were matched, then randomly assigned to either treatment or control groups, and placebo groups were mentioned in another 9% (none of which overlapped with the studies in which there was matching).

A number of guidance program evaluations (such as for pilot programs or counselor innovations) were found in which the only data collected were by means of questionnaires at the conclusion of the program, similar to a posttest-only research design. If evaluation had not been considered prior to beginning the program, there was usually no control group. Instruments were generally designed by the counselor with no reliability or validity. Most of these studies were not included in this review of literature because of the methodological weaknesses.

If there was a control group in a study focusing on remediation, potential subjects were first identified then randomly assigned to groups. Random selection was a more logical possibility when the emphasis was on a developmental or preventive area, although at times classroom groups were frequently selected or assigned to groups rather than individual students.

A major problem in many of the studies is that change was measured only at the conclusion of the program. In attempting to effect changes in behavior, etc., it is important to know whether the changes were enduring. Very few studies included follow-up or long-range testing and/or evaluation.

In many instances, treatments were directed toward a specific goal, yet measurements were made on variables which would have been affected as a side effect (if at all). A treatment to improve behavior should measure changes in behavior, not personality or attitude, in determining whether or not it has been successful. The objectives of the program should be clearly stated prior to beginning the treatment or program. Variables measured should be those stated in the objectives, not some hopefully obtained as by-products.

Behavior ratings were frequently used as indicators of program success in many studies. Instruments were often developed specifically for the study, so that the instrument had no reliability or validity. If the teacher was the only person rating the child and there was no outside observer to substantiate the teacher's judgment, it would be more appropriate to say that the teacher's perception of the student's behavior was changed. Lack of reliability of instruments is by no means limited to teacher behavior ratings. Many of the instruments which were used were developed for the studies in which they were used and had no reported reliability or validity.

Variables Related to Successful Program Outcomes

Although subject to problems of reliability and validity in many cases, studies have shown that elementary guidance counselors are perceived as being effective and needed in schools in which they have provided services. The guidance programs were seen as beneficial, and had the support of both staff and parents. Elementary guidance program needs, objectives, and activities can be expected to vary with the population being served, so that programs must be judged in context.

The way in which the elementary counselor spends his/her time during the first year of program implementation is very likely to undergo change during the following year.

Studies have shown counselors to be effective in many areas, but primarily on a short-term basis because so few longitudinal studies have been conduted. Developmental guidance program effectiveness has been shown to be facilitated by increasing the length of the program (number of sessions). Changes have been effected in student behavior through individual and group counseling, teacher consultation, and, on a much more limited basis, parent consultation. Various combinations of these approaches have also been used with results equally or more positive than when only one of the approaches is used.

Counselor effectiveness has been found to be facilitated by limiting the number of students for whom the counselor is responsible to approximately 500. Assigning a counselor on a full-time basis to a single school rather than serving multiple schools may be even more important than limiting the counselor-student ratio in promoting counselor effectiveness.

Policy Implications

There are several policy implications which can be derived from the review of literature. In order to facilitate counselor effectiveness, the following should be considered:

1. The number of students for whom the elementary guidance counselor is responsible should be limited to approximately 500.

2. The elementary guidance should be assigned on a full-time basis to a single school.

3. The guidance program should be based on local needs, with programs varying according to different priorities in different communities.

4. The guidance program should be evaluated in terms of the extent to which it has met the priority needs upon which the program was developed.

5. Evaluation of the guidance program should include provision of long-range or longitudinal studies of effectiveness. Decisions about effectiveness of elementary guidance programs should be based on more than a single year of operation. It would be inappropriate to formulate judgments about the effectiveness of preventive programs, in particular, without examination of long-range effects.

6. Only one study mentioned the cost effectiveness of the program. Decisions about program merit should take this into consideration, although longitudinal studies may be required before such data becomes available.

7. In addition to counseling with students, counselor activities involving parents and teachers have also been shown to be beneficial to the students, particularly when used in conjunction with student counseling. Parent and teacher involvement should be considered as appropriate counselor activities to enhance student counseling efforts.

8. If program evaluation is an area of importance, attention should be given to measurement instruments and evaluation designs selected for evaluation purposes, including but not limited to the following: the identification of instruments with established reliability and validity appropriate to the priority goals and

objectives of the guidance programs, leadership in their use; guidance and/or assistance regarding the proper use of the data obtained.

9. Evaluation or effectiveness studies should be planned before programs or specific components are implemented so that credible data necessary for showing program effectiveness can be collected before initiation of the program or component. Evaluation and effectiveness study plans may be subject to modification as program objectives and priorities are modified.

Bibliography

Alper, T. G., & Kranzler, G. D. (1970). A comparison of the effectiveness of behavioral and client-centered approaches for the behavior problems of elementary school children. Elementary school guidance and counseling, 5(1), 35-43.

Altmann, H. A., & Firnesz, K. M. (1973). A role-playing approach to influencing behavioral change and self-esteem. Elementary school guidance and counseling, 7(4), 276-281.

Anderson, R. F., Kinney, J., & Gerler, E. R. (1984). The effects of divorce groups on children's classroom behavior and attitudes toward divorce. Elementary school guidance and counseling, 19 (1), 70-76.

Baldwin, J., & Sitkin, G. (Eds.). (Undated). Elementary counselors. Unpublished report. Los Angeles School Counselors Association.

Batdorf, R. L., & McDougall, W. P. (1968). Evaluation the effectiveness of a global elementary counseling program. Elementary school guidance and counseling, 3(2), 90-97.

Bear, G. G., Shever, K. L., & Fulton, D. (1983). Usefulness of YET and Kohlberg's approach to guidance. Elementary school guidance and counseling, 17(3), 321-325.

Bedrosian, O., Sara, N., & Pearlman, J. (1970). A pilot study to determine the effectiveness of guidance classes in developing self understanding in elementary school children. Elementary school guidance and counseling, 5(2), 124-133.

Briskin, A. S., & Anderson, D. M. (1973). Students as contingency managers. Elementary school guidance and counseling, 7(4), 262-268.

Brown, J. A., & Kameen, M. C. (1975). Focused videotape feedback: A consultation approach with teachers. Elementary school guidance and counseling, 10(1), 4-12.

Burnett, P. C. (1983). A self-concept enhancement program for children in the regular classroom. Elementary school guidance and counseling, 18(2), 101-108.

Campion, S. (1973). A comparison of two parent education models. In G. D. Miller (Ed.) Additional studies in elementary school guidance: Psychological education activities evaluated (pp. 271-324). Saint Paul, Minnesota: Minnesota Department of Education.

Clark-Stedman, M., & Wolleat, D. L. (1979). A nonsexist group-counseling intervention: Moving toward androgyny. School counselor, 27(2), 110-118.

Cobb, H. D. & Richards, H. D. (1983). Efficacy of counseling services in decreasing behavior problems of elementary school children. *Elementary school guidance and counseling*, *17*(3), 180-187.

Crabbs, M. A. (1984). Behavioral change among referred students: Perceptions of parents, teachers, and students. *Elementary school guidance and counseling*, *18*(3), 216-219.

Danielson, H. A. (1984). The quieting reflex and success imagery. *Elementary school guidance and counseling*, *19*(2), 152-156.

Darrigrand, E. G., & Gum, M. F. (1973). A comparison of the effects of two methods of developmental guidance on the self-concept, peer relationships, and school attitudes of second grade children. In G. D. Miller (Ed.) *Additional studies in elementary school guidance: Psychological education activities evaluated* (pp. 63-111). Saint Paul, Minnesota: Minnesota Department of Education.

Downing, C. J. (1977). Teaching children behavior change techniques. *Elementary school guidance and counseling*, *11*(4), 277-283.

Edmondson, R. J. (1979). Utilization of HDP and TA programs to enhance self esteem. *Elementary school guidance and counseling*, *13*(4), 299-301.

Englehardt, L., Sulzer, B., & Altekruse, M. (1971). The counselor as a consultant in eliminating out of seat behavior. *Elementary school guidance and counseling*, 5(3), 196-204.

Esters, P., & Levant, R. F. (1983). The effects of two parent counseling programs on rural low-achieving children. *School counselor*, *31*(2), 159-166.

Fears, S. L. (1976). Adlerian parent study groups. *School counselor*, *23*(5), 320-330.

Florida State Department of Education. (1975). *The Florida elementary guidance study: Executive summary, 1972-1975*. Tallahassee, FL: Author.

Frazier, F., & Matthes, W. A. (1976). Parent education: A comparison of Adlerian and behavioral approaches. *Elementary school guidance and counseling*, *10*(1), 31-38.

Gerler, E. R. (1980). A longitudinal study of multimodal approaches to small group psychological education. *School counselor*, *27*(3), 184-190.

Gerler, E. R., & Anderson, R. (1982). Studies of elementary school counselor effectiveness. *Elementary school guidance and counseling*, *17*(1), 66-68.

Gerler, E. R., Kinney, J., & Anderson, R. F. (1985). The effects of counseling on classroom performance. *Humanistic education and development*, *23*(4), 155-165.

Gerler, E. R., & Locke, D. C. (1980). Multimodal education: A model with promise. *Phi delta kappan*, *62*, 214-215.

Gumaer, J., & Myrick, R. D. Behavioral group counseling with disruptive children. *School counselor, 21,* 313-317.

Gumaer, J., & Voorenevold, R. (1975). Affective education with gifted children. *Elementary school guidance and counseling*, *10*(2), 86-94.

Halliwell, J. H., Musella, D. F., & Silvino, P. J. (1970). Effects of counseling on attitudes and grades with intermediate grade pupils designated as having poor attitudes. *Elementary school guidance and counseling*, *5*(2), 113-123.

Halpin, W. G., Halpin, G. M., & Hartley, D. L. (1977). The effects of classroom guidance programs on sociometric status of second grade pupils. *Elementary school guidance and counseling*, *6*(4), 227-232.

Hammerschmidt, L. A., & Smaby, M. (1973). Effects of developmental guidance experiences on peer liking of fourth grade elementary students. In G. D. Miller (Ed.) *Additional studies in elementary school guidance: Psychological education activities evaluated* (pp. 112-148). Saint Paul, Minnesota: Minnesota Department of Education.

Harris, S. R. (1976). Rational-emotive education and the human development program: A guidance study. *Elementary school guidance and counseling*, *11*(2), 113-121.

Haversack, D., & Berger, M. (1973). Facilitating positive parent attitudes through a counselor led course. In G. D. Miller (Ed.) *Additional studies in elementary school guidance: Psychological education activities evaluated* (pp. 325-340). Saint Paul, Minnesota: Minnesota Department of Education.

Hayes, E. J., Cunningham, G. K., & Robinson, J. B. (1977). Counseling focus: Are parents necessary? *Elementary school guidance and counseling*, *12*(1), 8-14.

Henderson, A. J. (1981). Designing school guidance programs for single-parent families. *School counselor*, *29*(2), 124-132.

Herr, E. L. (1982a). The effects of guidance and counseling: Three domains. In E. L. Herr & N. M. Pinson, (Eds.), *Foundations for policy in guidance and counseling*. Two Skyline Place, Suite 400, 5203 Leesburg Pike, Falls Church, VA: American Personnel and Guidance Association.

Herr, E. L. (1982b). *Why Counseling*. Two Skyline Place, Suite 400, 5203 Leesburg Pike, Falls Church, Virginia: American Personnel and Guidance Association.

Hess, R. F., Peer, G. G., & Porter, M. A. (1978). The human development program and pupil self-concept. *The humanist educator*, *7*, 15-22.

Hillman, B. W., & Runion, K. B. (1978). Activity group guidance: Process and results. *Elementary school guidance and counseling*, *13*(2), 104-111.

Hillman, B. W., & Shields, F. L. (1975). The encouragement process in guidance: Its effect on school achievement and attending behaviors. *School counselor*, *22*(3), 166-173.

Honer, M. (1980). *Classroom guidance lessons: The effects on behavior of elementary school children*. Unpublished doctoral dissertation, Brigham Young University.

Hudgins, A.L., & Shoudt, J. T. (1977). HRD Technology and parent training groups. *Elementary school guidance and counseling*, *12*(1), 59-61.

Indiana Department of Education. (1984). *Indiana elementary school guidance accountability study*. Unpublished report. Indianapolis, IN: Author.

Jackson, M. D. (1982). *Effects of a STEP parent education program on parent and child attitudes*. Unpublished doctoral dissertation, University of North Carolina, Chapel Hill.

Judah, R. D. (1978). Multimodal parent training. *Elementary school guidance and counseling*, *13*(1), 46-54.

Kaiser, H. E., & Sillin, P. P. (1977). Guidance effectiveness in the elementary school. *Elementary school guidance and counseling*, *12*(1), 61-64.

Kameen, M. C., & Brown, J. A. (1978). Teacher esprit and intimacy and pupil personal competence perceptions. *Elementary school guidance and counseling*, *12*(4), 280-283.

Keat, D. B., Metzgar, K. L., Raykovitz, D., & McDonald, J. (1985). Multimodal counseling: Motivating children to attend school through friendship groups. *Humanistic education and development*, *23*(4), 166-176.

Kern, R. M., & Hankins, G. (1977). Adlerian group counseling with contracted homework. *Elementary school guidance and counseling*, *11*(4), 284-290.

Kern, R. M., Kelley, J. D., & Downey, M. (1973). Group counseling versus halo consultation. Elementary school guidance and counseling, 8(1), 68-70.

Kern, R., & Kirby, J. H. (1971). Utilizing peer helper influence in group counseling. Elementary school guidance and counseling, 6(2), 70-75.

Keys, S., Celotta, B., & Jacobs, G. (Eds.) (Undated). Counseling effectiveness summary, compiled from reports of guidance counselors in the state of Maryland. Maryland state department of education.

Kranzler, G. R. (1968). Elementary school counselors: An evaluation. Elementary school guidance and counseling, 2(4), 286-291.

Kranzler, G. D., Mayer, G. R., Dyer, C. O., & Munger, P. F. (1966). Counseling with elementary school children: An experimental study. Personnel and guidance journal, 44(9), 944-949.

Kushmuk, J. (1981). Child developmental specialist program third year evaluation report. Office of Public Safety, 1220 S. W. Fifth Ave., Portland OR: Author.

Leone, S. D., & Gumaer, J. (1979). Group assertiveness training of shy children. School counselor, 27(2), 134-141.

Lewin, P., Nelson, R. E., & Tollefson, N. (1983). Teacher attitudes toward disruptive children. Elementary school guidance and counseling, 17(3), 188-193.

Lewis, M. D. (1970). Elementary school counseling and consultation: Their effects on teachers' perceptions. School counselor, 18, 49-52.

Marchant, W. C. (1972). Counseling and/or consultation: A test of the education model in the elementary school. Elementary school guidance and counseling, 7, 4-8.

Mayer, G. F., Beggs, D. L., Fjellstedt, N., & Forhetz, J. (1970). The use of public commitment and counseling with elementary school children: An evaluation. Elementary school guidance and counseling, 5(1), 22-34.

Medway, F. J., & Smith, R. C. (1978). An examination of contemporary elementary school affective education programs. Psychology in the schools, 15, 260-269.

Meredith, R., & Bennings, J. S. (1979). Counseling with parents to benefit children. Elementary school guidance and counseling, 14(1), 36-42.

Miller, G. D. (Ed.) (1973). *Additional studies in elementary school guidance: Psychological education activities evaluated*. Saint Paul, MN: Minnesota Department of Education.

Miller, G. D., Gum, M. F., & Bender, D. (1972). *Elementary school guidance: Demonstration and evaluation.* Saint Paul, MN: Minnesota Department of Education.

Mitchell, D. W., & Crowell, P. J. (1973). Modifying inappropriate behavior in an elementary art class. *Elementary school guidance and counseling*, *8* (1), 34-42.

Moracco, J., & Kazandkian, A. (1977). Effectiveness of behavior counseling and consulting with non-western elementary school children. *Elementary school guidance and counseling*, *11*(4), 244-251.

Myrick, R. D. (1970). The counselor-consultant and the effeminate boy. *Personnel and guidance journal*, *48*(5), 355-361.

Myrick, R. D. (In press). Counselor-led classroom guidance unit on student attitudes. *School counselor*.

Myrick, R. D., & Dixon, R. W. (1985). Changing student attitudes and behavior through group counseling. *School counselor*, *32*(4), 325-330.

Omizo, M. M. (1981). Relaxation training and biofeedback with hyperactive elementary school children. *Elementary school guidance and counseling*, *15*(4), 309-332.

Peck, H. I., & Jackson, B. P. (1976). Do we make a difference? A state evaluation. *Elementary school guidance and counseling*, *10*(3), 171-176.

Platt, John M. (1970). *Efficacy of the Adlerian model in elementary school counseling*. Unpublished doctoral dissertation, University of Arizona.

Randolph, D., & Thompson, W. (1973). Group approaches to counseling. *Southern journal of educational research*, *7*(2), 66-79.

Research for Better Schools, Inc. (1985). *Evaluation of Delaware elementary guidance program*. Unpublished report. Philadelphia, PA: Author.

Riester, A. E., & Tanner, D. L. (1980). Group counseling: Follow-up viewpoints. *Elementary school guidance and counseling*, *14*(3), 222-230.

Robertson County Schools. (1974). *Multi-center approach to elementary guidance final report*. Springfield, Tennessee: Author.

Ryan, T. P. (1984). *Final report on evaluation of elementary guidance programs in three Virginia school divisions.* Charleston, WV: Appalachia Educational Laboratory.

San Diego City Schools. (1981). *Review of elementary counseling centers*. Unpublished report. 5650 Mt. Ackerly, San Diego, CA: Author.

Sheldon, C., & Morgan, C. D. (1984). The child development specialist: A prevention program. *Personnel and guidance journal*, *62*(8), 470-474.

Shrank, F. A. (1982). Bibliotherapy as an elementary school counseling tool. *Elementary school guidance and counseling*, *16*(3), 219-227.

Silverman, M. (1976). The achievement motivation group: A counselor-directed approach. *Elementary school guidance and counseling*, *11*(2), 100-106.

Susman, M., & Myrick, R. D. (Undated). *Counselor accountability: A collaborative study*. Unpublished paper.

Sutton, J. M., & Adams, H. J. (1979). An annotated bibliography of selected research studies in parent education: 1966-1978. *Elementary school guidance and counseling*, *14*(1), 52-59.

Tamminen, A. W., & Miller, G. D. (1968). *Guidance programs and their impact upon students*. Contract Research Project No. OE-S-85-035. Saint Paul, MN: Minnesota Department of Education.

Taylor, E. E. (1977). *Comparison of the effects in the behavior of elementary school children with identifiable behavior and adjustment problems of counseling the children with that of counseling the mothers of the children*. Unpublished doctoral dissertation, St. John's University, Jamaica, NY.

Terkelson, C. (1976). Making contact: A parent-child communication skill program. *Elementary school guidance and counseling*, *11*(2), 89-112.

Texas education agency. (1968). *Elementary school guidance pilot projects 1966-67*. Austin, TX: Author.

Thombs, M., & Muro, J. J. (1973). Group counseling and the sociometric status of second grade children. *Elementary school guidance and counseling*, *7*(3), 194-197.

Tosi, D. J., Swanson, C., & McLean, P. (1970). Group counseling with nonbervalizing elementary school children. *Elementary school guidance and counseling*, *4*(4), 260-266.

VanHoose, W.H., Pietrofesa, J. J., Bain, R., Brooks, L., Coleman, H., Mann, I., Rasmussen, J., & Yashinsky, J. (1969). The efficacy of counseling in the elementary school. (ERIC Document Reproduction Service No. ED 033 394).

Warner, R. W., Niland, T. M., & Maynard, P. E. (1971). Model reinforcement group counseling with elementary school children. Elementary school guidance and counseling, 5, 248-255.

Whitley, A. D., & Sulzer, B. (1970). Reducing disruptive behavior through consultation. Personnel and guidance journal, 48(10), 836-841.

Wirth, S. (1977). Effects of a multifaceted reading program on self-worth. Elementary school guidance and counseling, 12(1), 33-40.

A HISTORY OF SCHOOL GUIDANCE IN TENNESSEE

The following historical account of the development of Guidance in Tennessee is limited to the data currently available; some important information is inevitably missing.

The Development of School Guidance

Guidance in Tennessee schools had its formal beginning as a professional entity in Knoxville in October, 1940, as a branch of the National Vocational Guidance Association. After the American Personnel and Guidance Association was formed (1952), the NVGA branch in 1957 was chartered by APGA as the East Tennessee Guidance Association branch (ETPGA). As ETPGA's 1955 president, Mrs. Sarah Ketron assisted in developing its first annual guidance clinic in October, 1956.

The Tennessee State Testing Program was created at The University of Tennessee (Knoxville) in 1945 with Dr. Joseph Avent as the first director. During Dr. William Coleman's tenure as director (1949-56), the program's title was changed (1953) to Tennessee State Testing and Guidance Program to reflect the program's interest in the development of guidance programs in Tennessee schools. The Guidance Notes (March, 1956) of the Tennessee State Testing and Guidance Program reported a 1953 survey of guidance services in Tennessee by Dr. Lloyd E. Fish who, after reviewing the Evaluative Surveys of Southern Association High Schools, concluded that there seemed to be "...a wide-spread lack of understanding and acceptance of guidance in the technical sense of the word" (p. 8).

A second, more comprehensive, survey was conducted two years later under the sponsorship of the Guidance and Evaluation Committee of the Superintendent's Study Council. The questionnaire was sent to all of the 430 white secondary schools in the state; 101 replies were obtained (Approximately a 25% return). As reported by Dr. William Coleman in the March, 1956, Guidance Notes, 38 schools indicated that they had one or more teachers formally designated as full- or part-time counselors. The major responsibility for the coordination and operation of the guidance program or service, in those schools which responded, was typically held by the principals (26); the responsibility in some other schools was assigned to the guidance director (8), the committee chairman (7), or to the counselor (3). The study concluded that, in 1955, "only a minority of the schools have an organized guidance program..." and "less than 40% reported that a teacher-counselor had been named in their school" (p.8). Only 25% had a private office available to teachers for individual counseling. Dr. Coleman stated that, although the Superintendents' Study Council, Supervisors' Study Groups, and the Principals' Study Council had expressed considerable interest in guidance services, much had yet to be done in Tennessee before all schools would have adequate guidance services.

Upon assuming the directorship of the Tennessee State Testing and Guidance Program in July, 1956, Dr. Annie Ward observed that "probably less than 20 percent of the high schools of this state have an organized program[1] (p. 10) but much in guidance existed. She recommended:

1. The creation of an area of Guidance under The Division of Instruction and the State Department of Education, and the securing of a director or supervisor to head this area...
2. Provision for certification of school counselors...
3. Setting up of minimum standards to meet the (state's) recommendations...'A system of counseling and guidance shall be worked out to assist pupils in making satisfactory adjustment to life situations. Each school shall submit a brief outline of its pupil personnel guidance and counseling programs.' (p. 11)

A 1956-57 survey of public education indicated that guidance services was still an area of weakness in most schools, with a designated counseling staff in only 6% of the schools. Few persons had had any training in guidance. The counselor-student ratio at that time was estimated to be 1/15,000. However, some bright spots were already visible. The wealthier and more urban school systems, Clarksville, Knox County, Knoxville, Nashville, Davidson County, Chattanooga, and Oak Ridge among others, had taken leadership in employing guidance directors and in developing guidance programs. At UT (K) a masters degree in guidance had been approved and made available. The publication, Guidance Notes, published and distributed across the state, served as a timely vehicle for communicating the development of guidance programs and the increasing employment of school counselors.

In 1957, Dr. John Lovegrove was named as the first State Director of Pupil Guidance and Testing. Under his leadership a state-wide Guidance Study Group was formed in December, 1957, initially representing only state colleges and universities. Selected public school personnel were added later to achieve the study group's objectives: to give direction; to spell out competencies, job descriptions, and employment standards; and to assist in the development of guidance services in the public schools of Tennessee. Additionally, he made a detailed request of Tennessee schools for their plans for guidance services. His office issued its first bulletin, A First Step in Guidance, essentially a guide to the development of a guidance program.

The major impetus for the development of guidance services in Tennessee came from an unexpected source. As a result of the Russian

Sputnik, the U.S. Congress developed the National Defense Education Act (NDEA) of 1958 "to insure trained manpower." The intent of the Act's Title V - Guidance, Counseling & Testing: Identification and Encouragement of Able Students, was to (a) establish and maintain a program of testing in all secondary schools and (b) to assist in the development of secondary school guidance and counseling programs in order to identify outstanding students, to encourage students to complete secondary education, to take the necessary courses for entrance to higher education, and to enter higher education. Title V-B provided for training institutes to improve qualifications of people who were or would be engaged in guidance in secondary schools.

Each state had the responsibility for developing its own state plan for implementing Title V. In Tennessee, assistance was provided to local schools in the development of guidance services; conferences and workshops were sponsored; schools were provided "free" achievement and scholastic aptitude tests for all students at one school level (grades 8-10). Funds were also provided local schools for reimbursement of salaries of guidance personnel and for necessary travel, clerical assistance, office equipment, materials and supplies and tests. The qualifications of the personnel who would be responsible for the guidance services included a valid teacher's certificate, a minimum of three years of successful teaching, and at least one course (graduate or undergraduate) from the array of seven specified areas. Teachers who met the requirements, and most teachers did, were to be released initially for one hour of guidance for every 300 students. To maintain the funding in each successive year, every school counselor had to demonstrate that an additional area of the specified seven had been achieved and that an additional hour had been released for guidance until the goal of a 1/600 ratio had been attained.

As a result of NDEA, guidance training programs were available in five Tennessee collegiate institutions, and some program development was evident in the rest in 1959. The Conant report with its emphasis on guidance had a considerable impact on the thinking of school administrators. Superintendents had made specific recommendations for system-wide and school ratios for guidance workers as well as a job description. Also in 1959, the State Testing Office published a small pamphlet, "Guidance, A Must in Education", which was widely distributed.

By 1960, Dr. Lovegrove had developed a leadership group of guidance supervisors and an enlarged guidance study group of counselor educators and guidance supervisors. They had written a job description of the school guidance counselor in "The Job of the School Guidance Counselor in Tennessee's Public Schools", published by the Tennessee Division of Pupil Guidance and Testing. They had also requested and obtained the support of the Superintendent's Study Council to endorse reimbursement of secondary school counselors as a legitimate part of the State's minimum foundation program. After the first year of NDEA implementation, 239 Tennessee schools had met the minimum standards for initiating a guidance program and were consequently reimbursed at the rate of $3 per pupil based on the average daily attendance (ADA) of the previous year.

A year later, in 1961, over 500 guidance workers had been assigned to guidance positions in approved Title V programs across the State, a tremendous growth. Of these, 31 were full time, 48 were over one-half time, 116 were one-half time, 114 had two class periods of assigned time, and 203 had one class period assigned to guidance. In addition, NDEA funds were used to fund (room, board, and travel) a number of two-week summer workshops to provide additional training for school-identified guidance workers.

As a result of the support by the superintendents, a Study Committee on Guidance Certification had been authorized by the State Advisory Council on Teacher Education and Certification (December, 1961) because the employment standard of seven areas was no longer considered sufficient. A committee of six, with Dr. John Lovegrove as chairman, was asked to prepare a report for submission by March 1, 1962. The proposal that was developed and finally approved in 1962 was the first approach to guidance certification in Tennessee, built directly upon the seven areas already required in the NDEA employment standards. The new certification added the requirements of supervised practice in guidance and counseling and a course on administration and organization of guidance services in the total of 27 quarter hours of study representing each of nine areas. Despite the desire of many for a minimum requirement of a master's degree or its equivalent in guidance, a 27 quarter hour program was considered sufficient for initial certification. The Study Committee on Guidance Certification did, on the other hand, go beyond the Advisory Committee's charge to indicate the need to study, on a continued basis, the possibilities of both elementary school guidance and supervisor of guidance certification.

By 1963, the number of full-time counselors in Tennessee had grown to 200. At least 300 persons had participated in a guidance institute, and over 550 counselors could be identified in Tennessee secondary schools, thus reducing the 1956 ratio of 1/15,000 to 1/850. Persons trained in the Guidance and Counseling Training Institutes which had been held both at UT (K) and at Peabody helped to reduce the ratio. UT (K) continued to be approved for a summer institute until 1968 and, in addition, was approved for an academic year institute in 1964.

The long-term effort to obtain funded support equivalent to that of a teacher for the secondary school counselor position under the State's minimum program was finally successful in 1969 at a ratio of 1/500. By this time, the NDEA funds, distributed by the State to participating school systems under the ADA formula, were highly diluted because of the greatly increased number of school counselors. As a result the funds were no longer sufficient to provide full reimbursement. Commissioner of Education J. H. Warf announced in June, 1967, that the State Board had proposed paying 40% of a secondary guidance counselor's salary. The Tennessee Personnel and Guidance Association (TPGA) was joined by the Superintendents' and Principals' Study Councils in requesting and obtaining (1969) state support for what was operationally defined as the secondary counselor in grades 9-12 (8-4) or 7-12 (6-3-3). By April, 1969, Director of Pupil Guidance and Testing John Armes announced that over 800 school counselors were employed in Tennessee. Toward the end of NDEA funding, some of the training funds were diverted to establish pilot programs in selected elementary schools. Efforts to expand the availability of elementary school counselors through the state's Minimum Foundation Program had been made by TPGA.

Certification for elementary school counselors was approved by the State Board as a 27-quarter-hour, nine-area requirement in 1972. By this time a number of schools and school systems had added approximately

115 elementary school counselors from their own funding resources. In 1971 the National Association of State Directors of Teacher Education and Certification revised their standards for preparing guidance workers. The preparation program had to provide competence in the following areas: psychological and educational assessment; counseling; group processes; personal, social, educational, and vocational development and career planning; administration of counseling programs, including faculty and public relations; performance, interpretation and utilization of educational research; and laboratory and practicum experiences. The new standards also required "separate and distinct experiences for preparation of elementary and secondary counselors."[2]

Another major growth thrust for guidance in Tennessee came about as a result of a House Joint Resolution (1971) which directed the Legislative Council Committee to study vocational education programs, grades seven through twelve. The final report of this committee, in 1973, was the basis for House Bill 120 and Senate Bill 1091, a comprehensive Vocational Education Act, which provided for "comprehensive vocational education opportunities." Among the provisions of the Act were the following statements: "Appropriate counseling and pre-counseling courses shall be made available by 1975 in grades seven (7) and eight (8)...the training of an adequate number of vocational instructors and counselors shall proceed as rapidly as possible....Counseling shall be provided in grades 7 through 12 at the ratio of one counselor for two hundred (200) students, with special competence in vocational guidance including some practical experience."[3]

Because of the title and wording of the Act, some personnel in Vocational-Technical Education were anticipating that this unit now had a mandate to train vocational counselors. TPGA, through its president, strongly objected to the potential of duplication training programs and the likelihood of two types of counselors, one vocational and the other academic, arguing that students needed counselors who could assist with educational and personal as well as vocational concerns. A subcommittee of the State Advisory Committee on Teacher Certification was subsequently appointed, representing TPGA and Vocational-Technical Education, under the chairmanship of Dr. Robert Saunders, Dean of the College of Education, Memphis State University. They met in September, 1973, to review the "present certification requirements for guidance counselors as to their adequacy in meeting elements of new vocational-technical legislation" and recommended:

> That TPGA be asked to develop a set of recommendations as to how to modify recently adopted certification requirements for secondary counselors in view of recent legislation regarding vocational-technical education, using to the fullest extent possible the inclusion of a competency base. TPGA is asked to report recommendations to this subcommittee and the Advisory Council by January 1, 1974.

As a consequence of this meeting, a 12-member TPGA Committee on Certification, representing school counselors, counselor educators, supervisors of guidance, and State Department of Education officials, met in October and again in November, 1973, to develop proposals for certification changes. The final draft identified 10 competency areas and suggested program approval and implementation procedures. This draft was submitted to the TPGA Executive Council Committee members in November and, with minor revisions, was unanimously approved. The document was then submitted to Dr. Robert Saunders for action by the subcommittee of the State Advisory Council for Teacher Education and Certification. At its December meeting the entire proposal, as amended to include a new certificate entitled "Guidance Associate," was approved and was recommended to the Advisory Council. Upon its approval by this group, the new secondary counselor certification recommendations were transmitted to the State Board of Education for action. The new approach to secondary certification was finally approved in February, 1974, to go into effect September 1, 1975.

Essentially the new certification approach removed both teacher certification and teaching experience as requirements for the secondary school guidance position and approximately doubled the length of the training program. Under the leadership of John Armes, State Director of Pupil Personnel Services, a series of meetings was held for university training program representatives to assist them in formulating the behavioral objectives for each of the ten areas as well as the practical experiences required by the Act. A representative committee appointed by the state certification office then made a site visit to each state university to determine the readiness and adequacy of its proposed training program to achieve the stated competencies. Eventually, each of the state-supported universities and Peabody submitted its program to the review process and was approved to provide a competency-based training program to meet the requirements of the new secondary school counselor certification.

Frequent attempts to create an umbrella of groups involved in Pupil Personnel Services had been suggested or unsuccessfully attempted. Michael Carrig, president of the Tennessee Association of Psychologists in Schools, initiated a series of meetings between 1981 and 1983 of the presidents or their representatives of the state's professional groups in school psychology, guidance, attendance, social work, and health.

One major outcome of the meetings was the decision to develop a Pupil Personnel Services manual. A further objective was the development of a state certification for persons who supervise Pupil Personnel Services in local education agencies. The final draft of the School Support Services with purposes and roles of each pupil personnel service defined was published, with the assistance of Dr. Joel Walton, State Supervisor of Pupil Personnel Services, by the Tennessee Department of Education in 1984. Copies of the manual were sent to all school superintendents in Tennessee.

A recent event which may have far-reaching implications for guidance in Tennessee was the creation of a guidance division of the Tennessee Vocational Association at its recent annual meeting at Middle Tennessee State University in August, 1983. In effect, the new division provides guidance personnel with the opportunity to communicate more effectively with the various division of TVA as well as to provide leadership in accomplishing the intent of the 1973 Comprehensive Vocational Education Act--providing total career guidance assistance as well as educational and personal development to all school youth.

As the result of SB 1914, HB 1965 in 1984, a state-wide Elementary Guidance Task Force was appointed by Commissioner McElrath at the request of Governor Alexander to study the need for elementary school counselors and the progress being made in other states. This committee's work is still in progress. In 1985, SB 133 and HB 908 provided elementary school counselors for grades one and two in each county on a ratio of 1/500.

Elementary School Counselors in Tennessee Since 1963

According to the data that has been sent by schools and school systems to the Department of Education and incorporated into the Annual Statistical Report, 1963-64 to 1983-84, there has been a considerable growth in the number of elementary school counselors (grades 1-8 and excluding junior high schools) employed in Tennessee. In 1963-64, the first year that school systems were requested to report numbers of elementary counselors, seven school systems reported employing a total of eight elementary school counselors.

Funded pilot programs were responsible for initiation of elementary guidance counseling programs in many systems. Included in the summary of an early meeting of the Tennessee Association for Counselor Education and Supervision were several statements which indicated that the development of elementary guidance was being considered seriously in Tennessee: "at least 4 pilot programs in elementary guidance are likely to be approved..."[4] and Commissioner Warf was to be requested "to require trained and certified persons to fill positions named in new federal proposals."[5]

Actually, 10 school systems across the state were selected "to establish and conduct a year long demonstration (1967-68) elementary school guidance program in cooperation with the State Department of Education..."[6] These were funded under the State Plan for guidance, counseling, and testing under Title V-A of NDEA.[7] The following elementary schools were involved:

Fairmont (Johnson City)
Halls (Lauderdale County)
Hendersonville Jr. High School (Sumner County)

Karns (Knox County)

Linden (Oak Ridge)

Lynn Ann and McCormick Schools (Carter County)

Pickett (Pickett County)

Trenton (Gibson County)

Warner (Nashville-Davidson County)

Woodlawn (Clarksville-Montgomery County School System)

The principals and counselors of the approved pilot schools were invited to a conference, financed by the State Department of Education, at Montgomery Bell State Park, November 9-10, 1967. A follow-up conference was initiated by the State Department, also at Montgomery Bell, for May 8-10, 1968, to examine the variety of approaches and accomplishments of the 10 pilot projects. J. Howard Warf, Commissioner of Education, stated in the forward to the report of this demonstration program, "Elementary school personnel are in a favorable position to provide guidance for pupils because they are working with children in their early developmental, formative years."[8]

At least one and perhaps more school systems applied and were approved for pilot project continuation into 1968-69. Knox County requested and was approved for continuation for Karns Elementary.

An ESEA Title III Project was funded in 1971 for a three year period

> to establish, in seven elementary schools representing a wide geographical area, model elementary school guidance programs. These programs were to benefit the immediate schools and school systems as well as providing opportunities for other personnel to visit and to disseminate developed strategies, techniques, and measureable instruments for use at the elementary school level.[9]

The schools and their school systems selected to develop model programs included:

Central (Macon County)
Evans (Unicoi County)
Greenbrier (Robertson County)
Ingram Sowell (Lawrence County)
K. D. McKeller (Milan City)
Lipscomb (Williamson County)
White Bluff (Dickson County)

A total of 4,237 students were served by the seven projects (K-8).

The major objectives of the three year model elementary school guidance programs were

> to develop guidance oriented strategies, techniques, and measureable instruments for use at the elementary school level which would (1) develop and improve self-concepts; (2) foster effective peer relations; (3) help parents, students, and teachers improve interpersonal relationships; (4) aid all learners to make academic progress; (5) develop an understanding and appreciation of the world of work through career development activities.[10]

At the conclusion of the project (1974), Robertson, Unicoi, and Williamson counties indicated a willingness to refund locally for the next year. Milan City planned to continue but to add an emphasis on special education services. The project evaluators concluded that "Lack of funding is the primary reason for not continuing these programs on the local level."[11]

The Annual Statistical Report data indicate that the largest number of elementary school counselors employed (184) was during the 1976-77 school year. Beginning in 1977-78 a change in reporting provided an option for school systems to identify counselors who served both elementary and secondary students. When all counselors who serve elementary students are counted, the totals from 1977-1984 appear to be fairly constant, typically in the 145-170 range.

An examination of the data by school system suggests that many school systems occasionally employed elementary school counselors for a period of time, perhaps dependent upon the availability of funds from the Elementary and Secondary Education Act or from the State as pilot programs and/or upon the philosophy of the current school administration (superintendent, and/or school principals). Two school systems, Morristown and Oak Ridge, employed elementary school counselors continuously from 1965-66 through 1984-85. The Morristown School System consolidated with Hamblen County Schools and ceased to exist as a separate entity in 1985, but Oak Ridge continues to employ elementary school counselors. Memphis and Greeneville City Schools have each employed elementary school counselors since 1966-67, Knox County and Johnson City since 1967-68, and Maryville City Schools since 1968-69. Other school systems have also employed elementary school guidance counselors for a considerable number of years, often with the service being interrupted for one or more periods of time. There appears to be evidence of high interest in many of the school systems in Tennessee in employing one or more elementary school counselors.

According to the Annual Statistical Report data through 1983-84 (the most recent data available), 35 of 142 school systems currently in operation have never employed an elementary school guidance counselor: Bledsoe County, Cannon County, Cheatham County, Cocke County, Newport, Alamo, Fentress County, Grainger County, Grundy County, Rogersville, Lexington, Jefferson County, Lenoir City, McMinn County, Athens, Etowah, Richard City, Meigs County, Monroe County, Sweetwater, Moore County, Perry County, Polk County, Rhea County, Dayton, Oneida, Sequatchie County, Sevier County, Smith County, Stewart County, Trousdale County, Union County, Weakley County, Franklin, and Lebanon.

In 1983-84, there were 133.5 elementary guidance positions and an additional 24.5 positions in which the counselors served both elementary and secondary school students. At this same time, 384 school employees in 91 school systems were certified as guidance counselors for elementary school students (K-8) according to State records.

Guidance Leadership in the State Department of Education, 1957-1984

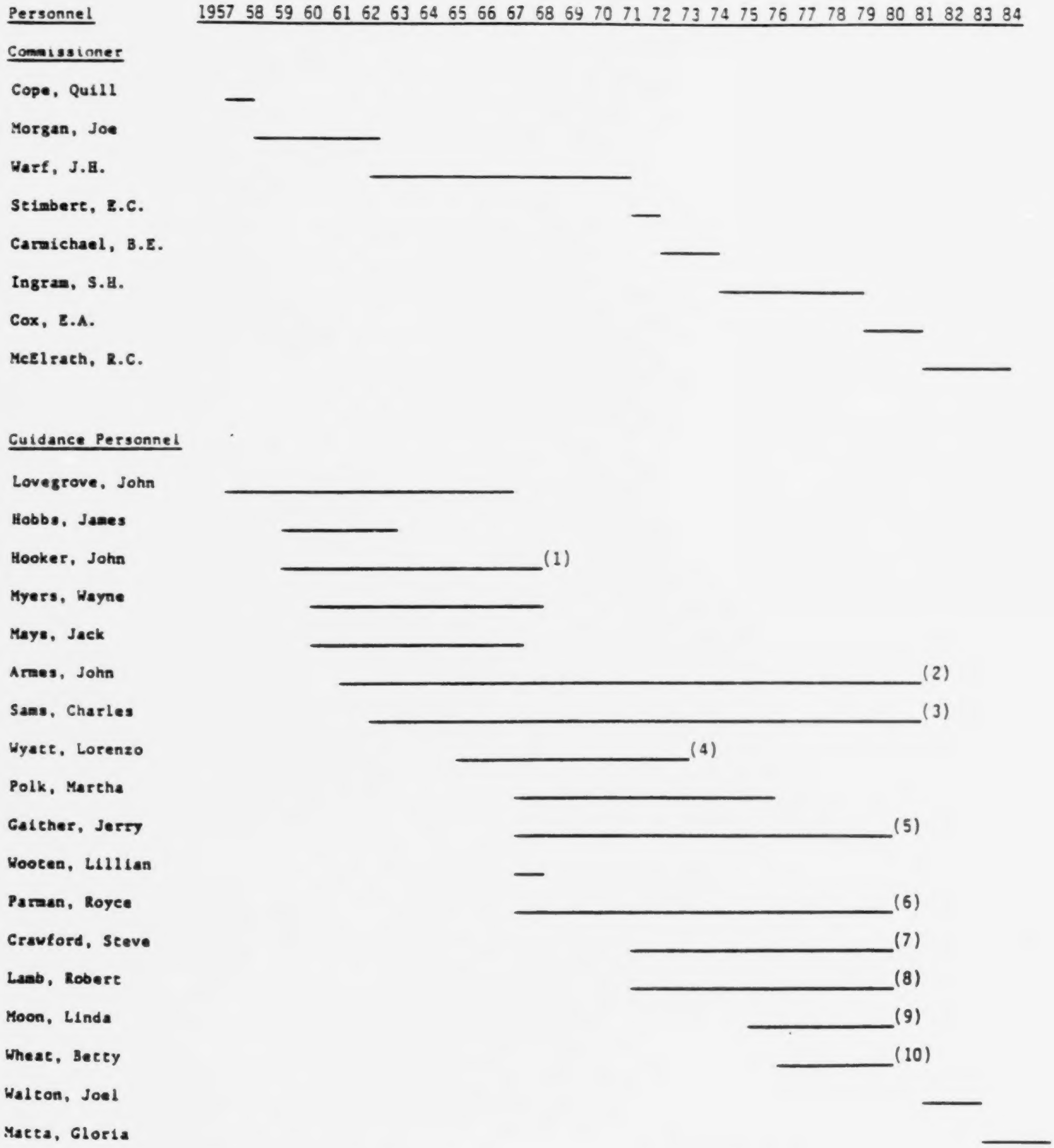
Personnel providing State Department of Education leadership in the support services of secondary and elementary school guidance services are shown in Figure 1. Dr. John Lovegrove was appointed as the state's first Director of Pupil Guidance and Testing in 1957.

With the advent of NDEA in 1958, its Title V-A and V-B, and the development of the required State Plan to obtain the available federal funds, Dr. Lovegrove began adding staff, first in the State Department office and later as regional supervisors. With the approval of Commissioner of Education Joe Morgan, James Hobbs, John Hooker, Wayne Myers, Jack Mays, and John Armes were added to provide assistance to schools and school systems in the very rapid development of secondary school guidance programs. Except for the untimely death of Mr. Hobbs, the group remained intact as a team into the administration of Commissioner J. Warf.

Dr. Lovegrove resigned in 1967. His successor, Jack Mays, also resigned after several months to be replaced by John Armes. Guidance staff expanded to seven, and some title changes occurred during the brief administrations of Commissioners E. C. Stimbert and B. S.

Figure 1

State-Level Leadership



(1) Became Director, Testing Services
(2) Became Director, Special Program Services
(3) Became Director, Program Planning & Evaluation
(4) Reassigned Coordinator of Curriculum Planning
(5) Reassigned CETA Specialist
(6) Reassigned Special Populations Specialist
(7) Reassigned CETA Specialist
(8) Resigned
(9) Reassigned K-3 Specialist
(10) Reassigned Special Populations

Carmichael. Lorenzo Wyatt was reassigned as Coordinator of Curriculum Planning, and Steve Crawford and Robert Lamb were added. Martha Polk was named Tennessee's first Director of Guidance in 1972, a title assumed by Charles Sams in 1975.

The State's guidance leadership during Dr. S. H. Ingram's administration remained intact and functional. Linda Moon was added to the Middle Tennessee Center, and, after the illness and death of Martha Polk, Betty Wheat was appointed in 1976 to provide Pupil Personnel leadership in northwest Tennessee.

In summary, the State's Guidance Supervisors have made a strong contribution to the development of guidance across the state. During the rapid growth period of secondary school guidance, Tennessee's Pupil Guidance and Testing staff grew from one in 1957 to eight in 1976. This growth appears to parallel the availability of federal funds from Title V-A and V-B of NDEA and later from Title III of the Elementary and Secondary Education Act (ESEA). As the federal contributions became increasingly less after 1968, state funds had to become proportionately higher if the programs were to be maintained as developed.

In 1980, using budget and economy changes as his rationale, Commissioner E. A. Cox essentially removed almost all of the guidance leadership in Tennessee. The title "Specialist, Pupil Personnel Services", first used during Dr. Carmichael's program decentralization, was eliminated. Those personnel holding this title were either reassigned or resigned. Royce Parman and Betty Wheat were reassigned to Special Populations, Jerry Gaither and Steve Crawford to CETA, Linda Moon to K-3, and Bob Lamb resigned. In the following year, 1981, Dr. Charles Sams' title was changed from Director of Guidance to Director of

Special Program Services; John Armes was no longer the Director of Pupil Personnel Services but instead Director of Program Planning and Evaluation. Dr. Joel Walton, appointed in 1981 by Commissioner R. C. McElrath as Director of Pupil Personnel Services, directed state support services for two years but was reassigned in 1983. The only state-level administrative position in guidance remaining in 1985 is that held by Gloria Matta, who was appointed to provide state-wide leadership in Psychology, Guidance, and Health Services in 1983.

Publications

Since 1958, the Tennessee Department of Education has published a number of significant and useful bulletins and manuals on Guidance and Pupil Personnel Service, most of which were intended for school administrators.

1958 (approx.):	A First Step in Guidance
1975:	Career Guidance, Counseling and Placement
1977 (approx.):	Guidance Suggestions and Standards for Approval of Guidance Programs. 2nd edition, undated.
1981:	A Resource for Guidance, Placement and Follow-up Programs
1984:	School Support Services

Minimum Rules and Regulations About Guidance

The yearly publications of the Rules, Regulations, and Minimum Standards for the Governance of Public Schools in the State of Tennessee from 1934 to the present were examined for any references to "guidance" or "counseling" in Tennessee's public schools. The following statements were identified:

1948-54

"A system of counseling and guidance shall be worked out to assist the pupils in making satisfactory adjustments to all life situations."

1955-62

"A plan of counseling and guidance shall be developed which will reflect the continuous effort of the school to assist pupils in making satisfactory adjustments to life situations. A copy of this plan shall be submitted to the superintendent."

1963 to present

Requirement G: School Guidance Service (later 0520-1-3-.08 Pupil Personnel Services - Requirement G)

(3) Guidance Services

(a) Each school shall develop a guidance service program designed to:

1. Assist all pupils in assessing their abilities, aptitudes, interests, and education needs.
2. Increase all pupils' understanding of educational and career opportunities and requirements.
3. Help all pupils to make the best possible use of these opportunities through formulation and achievement of realistic goals.
4. Help all pupils to attain satisfactory educational and personal adjustments.
5. Provide information to be used in planning and evaluating the school's total program.

(b) The program of guidance services shall include the following:

1. Informational services--orientation to the school programs, occupational and educational information for pupils', parents', and teachers' uses.
2. Counseling--both individual and group as needs of pupils dictate.
3. Collection, maintenance, and utlization, where appropriate, of pupil data for instructional program planning and pupil guidance.
4. Pupil placement--in-school and out-of-school, pupil referral sources.
5. Follow-up--in-school pupils and out-of-school graduates and school leavers.

(c) Employment of Personnel--See Section 0520-1-2-.11 (2) (d) 1.

(i) (ii).

(d) Facilities Required--See Section 0520-1-4-.33 (22) (a).

1967-69

Employment standards for counselors were identified.

1969-71

A pupil-teacher ratio for counselors is mentioned, but for secondary schools only.

1975-76

The employment standards, first identified in 1967, were changed to required specific competencies.

No specific reference to elementary school guidance was found in any of the yearly publications.

Legislation Related to Elementary Counseling

In 1975 Dr. Sam Ingram, Commissioner of Education, asked the Tennessee Personnel and Guidance Association to provide him with the priorities in guidance as viewed by the association. The Task Force which examined the current status of guidance identified the need for counselors in the elementary school as the highest guidance priority for the state. Since 1973, and perhaps earlier, attempts have been made to obtain legislative approval for funding elementary school counselors. Most of the bills which were introduced, some of which are listed below, were frequently approved by the respective Education Committees but were stopped in Ways and Means. However each successive introduction of a bill to fund elementary guidance gained increasing legislative support.

1966: A joint legislative committee of the Tennessee Education Association and the Tennessee Personnel and Guidance Association submitted its recommendations for consideration of the Guidance Counselor as a position in the minimum foundation program together with suggested minimum employment qualifications: the secondary school counselor on a decreasing per-pupil ratio over a five-year period beginning 1967-68 and the elementary school counselor position on a decreasing per-pupil ratio over a five-year period beginning 1969-70. The report indicated that Tennessee's State Plan for Guidance, Counseling and Testing, under Sections 501-505, Title V of Public Law 85-864 had secured "approval for federal funds to be used for elementary guidance services in Tennessee. In the State Plan it is recommended that one guidance counselor be employed for every 1000 children enrolled."

1973: SB 1091, HB 1203. Included in the provisions of this Comprehensive Vocational Education Act were the following statements: "Counseling courses shall be made available by 1975 in grades seven and eight.... Counseling shall be provided in grades 7 through 12 at the ratio of one counselor for 200 students, with special competence in vocational guidance, including some practical experience."

1977: SB 1327, HB 1168. The intent of this bill was to phase in elementary guidance counselors beginning with the 1977-78 year and extending through the 1980-81 year. The sponsors were Sen. Curtis Person, Jr. and Rep. Paul Starnes. In support of this bill, Dr. Charles Sams, Director of Guidance for the State Education Department, testified before a Senate Education Subcommittee headed by Sen. John Rucker that most potential high school dropouts can be identified during the first two grades.

1980: SB 1738. Among the sponsors of this bill were Sen. A.B. O'Brien, Curtis Person, Jr., and John Rucker. Its intent was to provide elementary school counselors for students in public schools in Tennessee. The sponsor of this bill, due to the lack of funds, decided to postpone this proposed legislation.

1983: Sara Joy Bailey, TPGA Chairperson of a Special Task Force, in a letter to all Tennessee legislators recommended the inclusion of elementary counseling as part of the Better Schools Program. Specifically she indicated that "Elementary counselors would be directly involved in Basic Skills First, Classroom Discipline, and Programs for the Gifted Student, and indirectly in the other programs."[12]

1984: SB 1914, HB 1965. This bill, sponsored by Sen. Williams and Reps. Love and Bell, requested "a pilot program to provide elementary guidance counselors" for the school year 1984-85 subject to the appropriation of funds. A preliminary report on the pilot program was to be submitted to the General Assembly in 1984. Although this bill was approved June 6, 1984 by Gov. Lamar Alexander, he vetoed the $1.5 million requested. As a result of this bill Gov. Alexander requested that the "state department study the need for elementary school counselors and the progress being made in other states."[13]

1984: SB 86, HB 35. Sponsored by Sen. Williams and Rep. Love (and 23 others). This bill defined what the role of the school guidance counselor shall be. Excluded was responsibility for general school administration or reports.

1984: SB 2100, HB 2093. Sponsored by Sen. Henry and Reps. Murphy and Dunnavant. This bill established certification for professional counselors and marital and family therapists in Tennessee.

1985: SB 133, HB 908. Sponsored by Sens. Williams and Owens and Reps. Love, Branett, Moore (Sullivan), Robinson (Hamilton), McNally, Turner (Hamilton), Kernell, Work, Brewer, Starnes, Bell, Hillis, Winningham, King, L. Turner (Shelby), Ivy, and Davidson. Because the fiscal note of the original bill was considered too costly at this time, the bill was modified to provide guidance counselors for grades one and two in each county on a ratio of 1/500 students in average daily attendance. This bill passed both houses of the legislature, was vetoed by Gov. Lamar Alexander and later reinstated by the legislature.

Chronology of the Development of Guidance in Tennessee, 1945-85

1945	Tennessee State Testing Program created. (Later became State Testing and Guidance Program.)
1948-54	First statement on "a system of counseling and guidance" in Rules, Regulations and Minimum Standards.
1953	State survey of guidance services by Dr. Fish.
1955	Second state survey of guidance services by Superintendents' Study Council.
1955-62	"A plan of counseling and guidance" required by Minimum Rules and Regulations.
1956	Director of Tennessee State Testing and Guidance Program recommends employing a Guidance Supervisor.
1957	First state director of Pupil Guidance and Testing (Dr. John Lovegrove)
1957	Tennessee State-wide Guidance Study Group appointed. Tennessee Personnel and Guidance Association formed.
1958	NDEA, Title V-A & B The Job of the School Guidance Counselor in Tennessee's Public Schools and A First Step in Guidance published by State Department.
1959-68	Guidance Institutes available in Tennessee for training.
1959	Guidance training program available in five Tennessee colleges.
1960	239 Tennessee schools had initiated guidance programs.
1961	500+ guidance positions in Tennessee schools.
1962	First guidance certification for secondary school counselors (27 quarter hours). Six guidance supervisors employed by State Department.
1963	200 full-time school counselors in Tennessee. Seven school systems employed eight elementary school counselors.
1965-present	Requirement G of Rules, Regulations and Minimum Standards specifies guidance program services, employment, and facilities.
1965	First position paper of role and function of elementary school counselors. NDEA state plan expanded to include counseling and guidance in elementary schools.
1966	TEA and TPGA request guidance counselor in minimum program. Training program for elementary school counselors at The University of Tennessee (Knoxville).

1967	Demonstration elementary school guidance programs funded in 10 school systems.
1969	Secondary school counselor position funded under Tennessee's minimum program at 1/500 ratio. 800 school counselors employed in Tennessee.
1971	NASDTEC standards specify elementary and secondary counselor preparation. Model elementary school guidance programs (3 years) funded in 7 school systems.
1972	Certification for elementary school counselors approved (27 quarter hours).
1973	Comprehensive Vocational Education Act (to add counselors in grades 7 & 8). First annual Elementary Guidance Conference (State Department funded).
1974	Competency-based certification of secondary school counselors. "Guidance Associate," a sub-professional certification established. Six summer vocational workshops conducted.
1975	Career Guidance, Counseling and Placement - brochure on elementary guidance.
1976	Eight guidance supervisors employed by the State Department.
1977	Guidance Suggestions and Standards for Approval of Guidance Programs (2nd edition) published.
1980	All but two guidance personnel employed by the State Department reassigned.
1981	Guidance personnel reduced to one supervisor (Pupil Personnel Services). A Resource for Guidance, Placement, and Follow-up Programs published.
1983	Guidance section of Tennessee Vocational Association established.
1984	Support Services manual published by State Department. Elementary counselors legislation approved but funds vetoed. Task Force created to study elementary guidance. School counselors identified in Comprehensive Education Reform Act.
1985	Legislation for school counselors in grades one and two approved.

Footnotes

[1] Ward, Annie. "History, Current Status, and Recommendations for the Future." July 18, 1956.

[2] National Association of State Directors of Teacher Education and Certification, Standards for State Approval of Teacher Education, 1971 (revised).

[3] HB 120, SB 1091 Comprehensive Vocational Act of 1973.

[4] Summary of third meeting of Tennessee Association for Counselor Education and Supervision. January 14, 1966.

[5] Ibid.

[6] Guidance in the Elementary School of Tennessee, September 1968, p. 69.

[7] Ibid, p. 69.

[8] Ibid, p. i.

[9] Multi-Center Approach to Elementary Guidance, Robertson County Schools, Springfield, TN, 1974, p. 8.

[10] Ibid, p. 19.

[11] Ibid, p. 9.

[12] Letter to Tennessee Legislators from Sara Joy Bailey, March 16, 1983.

[13] Davis, Robert E. "A Perspective: School Counseling in Tennessee." Tennessee Teacher, 52, #5, Jan., 1985, p. 14.

STUDY OF ELEMENTARY SCHOOL GUIDANCE PROGRAMS IN TENNESSEE

Overview

The first task in the study of elementary guidance programs in Tennessee was to identify the public school systems with full-time guidance positions. An elementary guidance counselor was defined for purposes of this study by the State Board of Education as one who serves all students in grade eight and below in schools other than middle or junior high schools. This excludes counselors funded under Chapter programs who are authorized to serve only certain students within the school. Project staff established that only programs which had been in existence one full school year would be included in the study. A telephone survey of all public school superintendents in Tennessee was selected to accomplish this task in a minimum amount of time.

Eight school systems were identified which had one or more full-time elementary guidance positions. Seven of those systems met the criterion of having been in operation one full year. Extensive study of the seven programs involved site visits and surveys of students, parents, and staff members. Site visits were arranged with administrators of six of the seven school systems. The seventh school system was very cooperative and would have welcomed a site visit, but it could not be scheduled due to the end of the school year and limited availability of site visitors.

One day was planned for each site visit. Site visits included structured interviews with the guidance supervisor (if there was one), principal and counselor at each of three elementary schools having elementary counselors (or the single principal and counselor when there was only a single elementary school in the system.) The counselor in the system not visited responded to the counselor interview questions. Two experienced counselor educators made the site visits and conducted the interviews so that any interpretation of responses would have increased validity based on the agreement of the two visitors.

Questionnaires for surveying samples of students, parents, and staff members were prepared and delivered to each of the seven school systems. Complete directions for administration of the surveys were included. Local personnel assumed the responsibility for conducting the surveys and returning the completed questionnaires to the Project Director for analysis and reporting. Informal contact with personnel in some of the school systems verified that recommended administration procedures had been followed. All instruments developed for use in this project may be found in Appendix A.

In reporting the results of the site visits and surveys every attempt has been made to insure that this is a study of elementary guidance programs in the state, not evaluations of individual programs. Systems have been arbitrarily designated as A, B, C, D, E, F, and G in reporting to insure confidentiality of the responses. When comparisons between groups of systems have been made in order to study the effect of varying conditions under which counselors function, systems have been grouped as those with more favorable (A, B, C) and less favorable (D, E, F, G) conditions.

Telephone Survey

A telephone survey of all public school systems in Tennessee was undertaken in April, 1985. The most important objective of the survey was to identify the school systems that employed elementary school guidance counselors so that site visits could be arranged before school ended for the year if the systems were agreeable and the possible collection of data from those systems could be discussed. For purposes of this study, elementary school counselors were defined by the State Board of Education as counselors serving students in schools which included grades up to and including grade 8 which were not designated as middle schools. Counselors funded under special programs, such as Chapter I, to serve only certain groups of students were not to be included in the study.

An explanatory letter and a list of questions to be asked during the survey were sent to each superintendent of the 142 public school system superintendents in Tennessee approximately one week prior to the beginning of the telephone survey. A copy of the survey instrument is included in Appendix A. Three graduate students were provided scripts and, under the supervision of the project director, conducted the telephone calls. Telephone contacts with school systems known to have elementary counselors in which further activities were discussed were made by the project director. The telephone survey was completed within approximately one and a half weeks during the month of April.

Some superintendents reported that they had taken the time to gather information from principals and other personnel before formulating their responses to the survey. Regarding the employment of elementary school guidance counselors by the 142 public school systems in Tennessee during the 1984-85 school year, the following was found:

8 school systems had one or more full-time guidance positions (one of which had only initiated the full-time position after school had started)

4 school systems had one or more part-time elementary guidance positions but no full-time positions

1 school system had elementary guidance counselors funded under Chapter I only

127 school systems had no elementary guidance counselors

2 school systems contained no elementary schools

A complete listing of school systems employing elementary counselors and their school assignments can be found in Appendix B. Those school systems employing elementary school guidance counselors will be studied in more detail in later sections of the report. The remainder of this section will focus on school systems which do not currently employ elementary counselors.

Follow-up Survey

Because some school systems anticipated changes in the status of elementary guidance which would make the spring list of programs outdated by the time the final report was completed, a mail survey of school superintendents was conducted in September, 1985, to determine the status of elementary counseling programs in the state at that time. Responses from 135 school systems showed that one of the programs in the study no longer had counselors in their elementary schools in 1985-86. There was a total of three unfilled elementary guidance positions in two of the systems studied. Eight school systems reported definite plans to hire elementary counselors as of November 1 when state funding becomes available. Five systems indicate they had already employed an elementary counselor, with one of the positions becoming effective October 1. The school systems which have proceeded to employ elementary counselors are also listed in Appendix B.

School Systems Not Employing Elementary Counselors

Of the 127 school systems which did not employ guidance counselors at the elementary level (excluding middle school), 89% (n=112) of the superintendents or persons designated to respond to the survey by the superintendent indicated that to the best of their knowledge their respective school systems had never employed counselors in the elementary schools. (See Table 1.) Those providing this information had been employed in their school systems for from less than one year to thirty nine years, with 80% having been in their systems for more than 10 years and 36% for more than 20 years. Their experience in their school systems indicates that as a group they can be assumed to be at least somewhat familiar with the history of their school system from their own personal knowledge.

Need for Elementary School Guidance Counselors

Most of the school systems that do not currently employ elementary guidance counselors in any capacity reported that there was a desire on the part of the school system to employ them (89%) and a need for them in their particular school systems (90%). Thirteen school systems were reported as not needing counselors at the elementary level, although an elementary school in one of those systems had asked to be a pilot school for an elementary guidance program.

Table 1

Responses of Systems Without Elementary Counselors to Telephone Survey Questions

Item	%
Years person supplying information has been employed in system:	
6-10	20
11-20	44
21-30	29
31-39	1
Systems having ever employed counselors in elementary schools	12
Desire on the part of the system to have guidance counselors at the elementary level	89
Systems having a need for elementary school guidance counselors	90
Basis on which need for elementary guidance counselors was established:	
Behavior/discipline problems, suspensions	74
Test scores, achievement	70
Sociodemographic characteristics (racial/ethnic mixture, socio-economic level, single parent homes, unemployment rate, etc.)	69
Perceptions of need by school board superintendent	62
Dropout rate	54
Juvenile delinquency, vandalism	52
Attendance records	51
Community/school survey of needs	50
Other[a]	24
Primary reasons why elementary guidance counselors are not currently being provided:	
Lack of funding	97
Lack of qualified applicants	6
Other	5
Lack of administrative support	4
Lack of support of educational personnel	2
Lack of community support	2
Systems anticipating any change in status of elementary guidance in the school system in the near future	24

[a] Teacher doesn't have time/skill to do personal counseling
Counseling with self-concept and beginning career development
Personal problems, drugs, etc.; prevention, pregnancy, self concept
Testing (for system-wide consistency)
Counseling, role of parent and church, drug abuse, VD, contraception, individual attention
Curriculum planning (noted by 2 systems)
Parent involvement

Table 1 (Cont'd.)

Accreditation
Counseling, talk with students, teach study skills
Morality, teenage pregnancy (start early)
Group guidance, better rapport and image of school, staff, self
Work with students in pinpointing problems, help teachers, counseling on school problems
Disadvantaged-home problems, child abuse; help teachers adapt programs
Child abuse
Home life
Single parent homes
Difficulties in home, children's problems (classes, parents)
Address problems early to avoid high school complications
Opinion of principals and supervisors
Individual consultation
New student adjustment
Someone students can go to - relieve teacher in dealing with special needs of children
Big brother/big sister relationship to fill gap for children living with single parents
Suicide and other issues; parent awareness, community factors (mental health, etc.)
Personal experience as a former counselor
Drugs, career counseling

Some system personnel made no comment beyond that they did not see a need for elementary guidance counselors. One administrator did, however, comment that it would probably be nice to have them. Another administrator felt there was a greater need at the middle school level (in a system in which there were no counselors at the middle-school level). Another system currently refers students to a local counseling center and has good results at less cost than that of an elementary counselor. One superintendent thought the classroom teachers could do the job if they were given one free program period per day. Program specialists were seen as more valuable in another system, and another superintendent thought there was a greater need for physical education and art teachers (which the system has never had). A superintendent who had been in the system for only three months saw no need for guidance counselors at the elementary school level.

One superintendent who was, himself, a former guidance counselor said he saw a greater need for service from a social worker in the elementary schools to relate to the child's background and home environment. He did not feel current counselor job descriptions fit these needs but that the school nurse more nearly fit his conception of a "counselor" because she goes into the children's homes. He supports guidance if the role could be more like that of a social worker and not encumbered by too much paper work.

Basis on Which Need for Elementary Counselors was Determined

Need for elementary school guidance counselors was often based on more than one source of information. The greatest needs, according to school superintendents were in the areas of behavior/discipline problems, suspensions; test scores and achievement; and sociodemographic differences, with over two thirds of the school systems recognizing needs in each of these areas. Formal needs assessments had been completed by only half of the school systems.

Reasons Counselors Are Not Provided

With 90% of the public school systems in the state of Tennessee that do not currently employ counselors at the elementary school level reporting that there is a need for them, the major reason why they are not currently being provided is lack of funding (97%). There are some instances in which other factors are at least partially responsible, but only for relatively small percentages of systems: lack of qualified applicants, 6%; lack of administrative support, 4%; lack of community support, 2%; lack of support of educational personnel, 2%; and other, 5%. Reasons given as "other" include:

Lack of adequate expectations of counseling
Have not sufficiently examined value a counselor would have
Commissioner of Education is against it
Elementary people have not been vocal enough
School system is too small

Needs Counselors Expected to Address

The primary needs that elementary guidance counselors would be expected to address were varied, with some of the listed needs occurring frequently. The needs listed by system personnel as the ones elementary guidance counselors would be expected to address, if the system employed elementary counselors, were as follows:

Student Concerns:

Counseling students (individual, personal group counseling)	25%
Home environment, family crises (single parent families, divorce, death, student-parent problems)	14%
Academic problems, achievement, academic counseling	12%
Emotional needs of students	9%
Environmental factors	8%

Motivation, encouragement	6%
Improve self concept	5%
Social problems, skills training	5%
Prevention (drug abuse, VD, pregnancy)	4%
Career guidance	3%
Student-teacher problems	1%
School concerns directly involving students:	
Behavior/discipline problems	20%
Suspensions, dropout/delinquency prevention	9%
Absenteeism	7%
Improve attitudes	4%
School concerns indirectly involving students:	
Utilization/interpretation of test scores	9%
Testing, coordinate testing	7%
Home-school relations, parent education, work with parents	6%
Counsel teachers and parents	4%
Community relations	4%
Curriculum development/planning	4%
Placement	3%

Major Needs of the Systems

The major needs of the school systems sometimes included elementary guidance counselors, but often this was overshadowed by the need for program/instructional staff for programs which are insufficiently staffed at the present time or have been eliminated due to funding in the past and could, hopefully, be restored. The need common to the largest number of school systems, however, is one which is also responsible for several, if not most, of the other needs cited. The major needs of the school systems cited by the superintendents of those systems not employing elementary school counselors were as follows:

Money	39%
Personnel Needs:	
Lower teacher-student ratio	13%
More teachers	8%
Art teacher	9%
Music	6%
Elementary physical education	5%
Librarian	4%

Foreign language	2%
Band	1%
Math	1%
Special area teachers (in general)	2%
Elementary counselor (Elementary, below secondary)	15%
Principal (non-teaching, supervising, full-time)	3%
Assistant principal	2%
Administrative assistance	3%
Clerical help	1%
Programs and program development	
Curriculum development, program planning	7%
Staff development, improved instruction	3%
Curriculum coordination	3%
Language Arts program	3%
Accreditation	2%
Better qualified teachers	1%
Kindergarten	1%
Gifted program	1%
Mainstreamed children	1%
Evaluation	1%
Computers	1%
Writing program	1%
Service programs	
Community relations, support	5%
Counseling children for adjustment	4%
Reduce absenteeism, dropouts	2%
Improve home-school relationships, parent training programs	3%
Coordination of service agencies	1%
Planning for high school	1%
Change attitudes	1%
Student motivation	1%
Organizational needs	
Operating funds	21%
Building program	5%
Facilities	5%
Textbooks	4%
Maintenance funds	3%
Space	3%
Capital outlay funds	3%
Transportation funds	2%
Instructional materials	2%
Support of officials	1%
Communication	1%
Centralized food service	1%
Released time for teachers	1%

Numbers of Counselors in the State

Total figures on numbers of counselors employed are incomplete. For the 127 school systems which do not employ elementary school counselors, 108 systems reported employing counselors in high schools, 24 systems in junior high schools, and 19 in middle schools.

Anticipated Change in Status of Elementary Guidance

When asked if a change in the status of elementary guidance was anticipated in the near future in the school system, 24% of the superintendents not employing elementary counselors replied in the affirmative, but their responses were usually qualified to reflect that such changes would come about only if funding were provided. The responses of the 30 who responded affirmatively are summarized as follows:

18 Conditional on passage of state legislation and availability of state funding
2 Yes, providing middle school counselors
1 Yes, but not next year
1 Depends on state legislation or accreditation by SACS
1 Will have one in the system next year
1 Hopes to get part-time counselor in fifth and sixth grades if funding available locally
1 Yes if local funding available (has made a concerted effort to get guidance counselor in elementary school)
1 Yes, hopeful for next year
1 Yes, possibility for funding at three elementary schools

Of the 76% who did not foresee a change, a large number went on to explain that there would be no change unless funding were provided. Two syperintendents commented that they would not have elementary counselors unless mandated by the state because counselors were not their top priority. Of the 76% responding negatively, 27% stated definitely that they did not anticipate any change in the status of elementary guidance counselors in their systems because of lack of funding and/or that change would come about only if funding were provided.

School Systems That Have Had Elementary Counselors in the Past

The time frame during which the 15 school systems had employed elementary guidance counselors ranged from the early 1960's to the 1980's. (See Table 2.) Exact years for the program were not always given, but some were clearly in the middle to late 1960's, others from the middle 1970's to the 1980's, while only a few bridged the 1960's-1980's time span. Thirteen of the systems reported that their elementary guidance programs included full-time counselors, with the number of full-time counselors in the 13 programs generally numbering either one (n=6) or two (n=5). The two largest programs were reported as having had nine full-time elementary counseling positions and fourteen full-time plus three part-time positions. The smallest program was one with only one part-time position.

The programs were most often funded with federal (n=10) or local (n=3) funds. One was funded by a combination of federal and local funds (two of the positions were funded solely by local funds), and one with state funds (when the system served grades K-12 and the counselor served all grades).

The foremost reason why guidance positions were eliminated was lack of funding (87%). For 11 of the 15 systems this was the sole reason for the demise of the elementary guidance programs; for two of the remaining systems, funding was one of the reasons (other reasons being lack of qualified personnel and that the program was discriminatory in not being available to all children). One superintendent was not sure why the program ended, and the program in

Table 2

Systems Previously Having Elementary Counselors

Item	n
Years during which the system had elementary guidance counselors:	
1960-late 60's	4
1965-1970	1
1965-1981	1
1967-1970	1
1967-1978	1
1973-1983	1
1976-1985	1
1979-1981	1
1979-1984	1
?-1982	1
?-1983	1
Funding source:	
Local	4
State	1
Federal	4
Other	0
Reasons positions were eliminated:	
Lack of funding	13
Lack of qualified personnel	2
Other	2
Systems with other programs receiving funding from some source at that time	7
Systems in which any of these programs were similarly or more severely affected at that particular time	6

the remaining system ended in 1983 when the system changed from serving grades K-12 to K-8. In no instance was lack of community, administrative, or educational personnel support given as a reason for program discontinuance nor did any system indicate that there was not a need for elementary school guidance counselors.

Elementary guidance programs were not singled out, however, as a lesser priority when funding necessitated program changes. Six of seven systems reporting that there were other programs receiving funding from the same source(s) at the time the guidance programs were eliminated which were similarly or even more severely affected than the elementary guidance programs.

Additional comments made by school system representatives during the telephone survey are presented in Appendix C. Comments are generally supportive of the need for elementary guidance positions in their systems and substantiate information given in response to structured questions.

Summary

Results of the telephone survey of all 142 public school systems in Tennessee showed that only 6% employ one or more full-time guidance counselors to serve the general population of elementary school students, and an additional 3% employ one or more elementary counselors on a part-time basis but have no full-time guidance positions to serve elementary school students. School systems which have had elementary counselors in the past were usually forced to discontinue them because of lack of money, which is also the primary reason given by the 90% of the school systems which feel they need elementary counselors now but do not have them. Guidance programs were not singled out for excision by funding restrictions, however, since most of the other programs with the same funding source were similarly or more severely affected at that particular time.

Counselors were reported as needed by more school systems than any other single position. Increasing the numbers of teachers and lowering student-teacher ratios is also a major need of the school systems with funding being cited as the number one need by the largest number of school systems. Many of the other needs cited are a reflection of limited funding and were mentioned as a need for "funding for facilities," "transportation funds," etc. Behavior problems and discipline, individual and group counseling with students, responding to emotional needs of the students are the primary needs counselors would be expected to address if employed although there was considerable variation among the systems in both major overall needs of the system and major guidance needs.

System A

Description of Community and Students

The counselors described the community served as suburban, urban and inner city. The majority of the students (slightly more than one half), rode the bus to school with about 30% providing their own transportation. The remainder of the students lived within walking distance of the school.

The three schools had some minor differences in socio-economic level of students in attendance. One school had 75% of their students on the free lunch program while the other had 54% and 30% respectively. Two schools enrolled 35% and 50% of their student population in Title/Chapter 1. One school reported no students enrolled in Title/Chapter 1 programs. The schools did list 10% unemployment and high numbers (55%, 54% and 20%) of parents on some type of welfare. They did contain a high rate (about 35%) of children coming from single-parent homes and a high percentage (50%) of homes in which both parents worked. Two schools did not have many students from racial/ethnic minorities, while the third school indicated 18%. Only one of the schools reported below-average achievement levels. No serious discipline problems were reported for any of the schools.

Parent/Community Support

All of the counselors reported a high rate of parent participation in PTA or other parent activities organized by the school. Generally, cooperation was obtained from parents when it was solicited. It was reported that parents frequently came to the counselor with their concerns about their children.

The principals stated that there was existing community support for the services of the school counselor. They attested to this by noting parent attendance at a recent meeting of the School Board. Over two hundred parents had attended the meeting to protest the pending elimination of counseling services. Because two systems were being consolidated, guidance was one of the educational services being eliminated. At least 10 parents gave personal testimony showing the need for continuing service at meetings of the board. Also reported by principals was that parents frequently called and requested to talk to the counselor or to arrange a conference. One principal made the statement that the counselor "gets more calls than I receive."

Staff Support

All of the counselors reported that they generally had the cooperation of the teachers and other staff whenever it was solicited. Furthermore, the teachers and staff frequently brought concerns about students to the counselor.

The principals mentioned that they saw teachers and other staff supporting the guidance services. The principals noted that the counselors obtained "many referrals," and that there had been good feedback from teachers concerning the services. There was also teacher concern about the pending loss of the guidance and counseling program. One principal especially mentioned that the teachers sought the consultation of the counselor about problems they were having with students in their classes.

Program Needs And Objectives

The guidance program objectives were based upon personal judgment, professional literature, ideas from counselor educators, and student surveys. Some more specific statements were that one program had inherited needs and objectives from the previous counselor who had served the program. Needs assessments were also completed by parents, students, and faculty. All counselors had conducted a needs survey at some time in the past. One counselor conducted needs assessments every year in the fall. Another counselor administered the needs survey every two years.

Program Description

The system does not employ a supervisor of guidance but there is in existence a job description for elementary school counselors. The role is divided into three main categories: counseling, consulting, and coordinating. The counseling role includes individual and group counseling. The consulting role specifies that the counselor should do group guidance, change deviant student behavior, conduct case studies, do inservice activities, perform parent counseling and study groups, and serve as a resources specialist in guidance. The coordinating role includes referral service, psychometric skills, and pupil records.

Each counselor had individualized the school program somewhat, while still adhering closely to the system job description. Individualized program brochures were available from each of the counselors.

The principals described the following as unique contributions that the elementary guidance counselors made to the school: 1. an organized classroom guidance program; 2. extensive individual counseling by a trained professional; 3. a good source of help for children who are having problems with divorce, death, moving, etc.; 4. coordination of M-team meetings; 5. liaison with community agencies; and 6. organization of special programs, such as, sex and child abuse awareness.

Coordination with Other Services

All counselors stated that there was a clear delineation of duties and responsibilities between the counselor and the other service providers in the school. There were clear distinctions between the role of the school psychologist, whose services are contracted from the local mental health agency, and the counselor. The school psychologist is responsible for the individual testing, the psychological report and the test interpretation. The elementary school counselor does the staff meetings needed for referrals, obtains parent permissions for testing, coordinates the testing and chairs the M-team meetings. The counselors felt that there was no discernable overlap of duties.

Program Effectiveness

All of the counselors had compiled data which would indicate the effectiveness of the program. One counselor had obtained student ratings of the guidance program offered in the classrooms. Another counselor had obtained data (pre and post) about the effectiveness of a "Being in Charge Program" conducted in classroom group meetings. The other counselor does, routinely, do needs assessments to evaluate the program procedures.

All of the counselors agreed that the program should be continued with funding for next year (This did not happen.). One counselor said that there was a lack of supervision of the counselors from the central office. Other counselors thought that they could be more effective if they had more time for program evaluation and for small group work.

Relative Importance

The school system did have positions, other than the counselor, which were locally funded and were being cut or lost due to city/county system consolidation. The system had supported music and physical education for all students. Classroom teachers have been lost, so that class size has increased as local support has decreased.

System B

Description of Community and Students

The counselors described the community served as suburban although one labeled it as "small town." Many of the students (slightly more than one half) rode the bus to school with about 30% providing their own transportation. The remainder of the students lived within walking distance of the school. Because one school is designated as the school for transfers from other attendance areas it had the highest number of students providing their own transportation. (Transfer students are required to provide their own transportation.)

The three schools had some minor differences in socio-economic level of students in attendance. One school had 35% of their students on the free lunch program while the other two had 10% each. All schools enrolled 20% of their student population in Title/Chapter 1. The schools did not have high unemployment or numbers of parents on welfare. They did contain a high rate (40%) of children coming from single-parent homes and homes in which both parents worked. The schools did not have many students from racial/ethnic minorities. Neither below-average achievement levels nor discipline problems were reported. One of the principals reported significant changes in the nature of students attending the school because of project housing being located in the attendance area. Consequently, the school seemed to be increasing in the number of students with situational or personal problems.

Parent/Community Support

All of the counselors reported a high rate of active parent participation in PTA or other parent activities organized by the school. Generally, cooperation was obtained from parents when it was solicited. It was reported that parents frequently came to the counselor with their concerns about their children. One counselor said that she could be more effective if there were more parents involved in their child's education.

The principals stated that there was existing community support for the services of the school counselor. They supported this by noting that parents frequently called and requested a talk or conference with the counselor. Another noted that parent meetings conducted by the counselor were well attended and that the programs were most successful. Still another mentioned the extensive relationship between the counselor and community mental health service. The counselor served on the advisory board of both the community mental health services and a child abuse committee.

Staff Support

All of the counselors reported that they generally had the cooperation of the teachers and other staff whenever it was solicited. Furthermore, the teachers and staff frequently brought concerns about students to the counselor.

The principals mentioned that they saw teachers and other staff supporting the guidance program. Two of the counselors had been recently awarded, by their peers, outstanding counselor honors. The teacher support contributed greatly to the counselors winning the awards. The teachers were especially in favor (according to the principals) of the classroom programs conducted or coordinated by the counselors. In one setting the counselor used parent volunteers to implement a *Discovering and Understanding Yourself and Others* program. One principal also mentioned that the teachers wanted more available time from the counselor who was unable to meet all existing needs.

Program Needs and Objectives

The counselors mentioned that they based the guidance program objectives upon "my own ideas," on material from the State Department of Education, on ideas from counselor educators, and on student surveys. All counselors had conducted a needs survey at sometime in the past. The most recent survey was conducted during the Spring of 1985. The results were being compiled at the time of the site visit and did indicate that the program was alleviating some of the needs. At one site the last previous needs survey was done four years previously. In the other schools, surveys had not been done for six years and nine years.

Program Description

The guidance program has two stated purposes: to assist students in making their own decisions concerning life's choices--personal, educational, and vocational; and to provide, as fully as possible, the information needed for students to make the best decisions. There appears to be no specific set of system-wide purposes for elementary school guidance to distinguish it from the guidance programs in the middle school or the high school. The employment of a full-time counselor in each school is one of nineteen points stressed in the 1984-85 school system brochure. The three schools do have separate program descriptions. One program had six goals:

1. to provide counseling with individual students and groups of students.
2. to identify children who need special service; to participate in dealing with the problem until the service can be provided; to facilitate the referral to appropriate school or community resources and to provide liaison between school personnel and the referral source.
3. to consult with teachers and staff members.
4. to provide and interpret information about the uniqueness of each child to parents and to help them develop further understanding of their child.

5. to provide information about special services and to help students and their families receive such services if there is a financial burden (Chapter 1).

6. to conduct class meetings to help students improve their self-concepts and to better understand their interpersonal relationships.

The other two schools had more detailed objectives. Included in these objectives are a developmental or classroom guidance program, individual/small group counseling, identification of students in need of referral, conferring with teachers and parents, and coordinating programs which support the child's progress through school. The counselors were very much involved in assessment, especially the early identification of students with learning and developmental problems. Parent contacts were very frequent, again because of the referrals the counselors obtain from teachers and parents. The M-team meetings are also a heavy priority for the counselors.

The principals described the following as unique contributions that the elementary guidance counselor made to the school: 1. very, very good with parents, 2. conducts parenting skills classes, 3. a good source of literature for children who are having problems with divorce, death, moving, etc., 4. helps the teachers with the sex education program, 5. runs a parent volunteer program called "Caring and Sharing," 6. assists or conducts special programs, such as, sex abuse awareness, and Grandparents' Day, 7. attends environmental camp with classes.

Coordination with Other Services

All counselors stated that there was a clear delineation of duties and responsibilities between the counselor and the other service providers in the school, including the school psychologist. It was specifically mentioned by one of the counselors that the job description was "clear and spelled out her duties." The school psychologist is responsible for the individual testing, the psychological report and the test interpretation. The elementary school counselor does the staff meetings needed for referrals, obtains parent permissions for testing, coordinates the testing, and chairs the M-team meetings. The counselors felt that there was no discernable overlap of duties.

Program Effectiveness

There was only one of the programs that had compiled data which would indicate the effectiveness of the program. The counselor had obtained student ratings of the group guidance program offered in the classrooms. The students wrote responses to incomplete sentences. These responses were rated on a scale from 1 to 5 by two graduate students (1 being the best rating and 5 the poorest rating). A 1 rating would be perfection and indicate an outright or positive attitude toward the classroom guidance meetings. A score of 2 would be indicative of a limited accepting or positive attitude. The ratings were obtained from 10 classes over a four-year-period. The range of the ratings was 1.26 to 1.76. While the evaluation does not demonstrate that the program helped the participants become better students, it does show that the students valued the program at a rather high level.

The guidance supervisor did not indicate one program as being more effective than the others. The central office personnel said that the counselors made unique contributions in the area of special education by doing M-team meetings and the pre- and post-work needed for special students. The counselors were also cited for their work with parents and in group and individual student counseling.

All of the counselors indicated that they felt their guidance program could be made more effective. One stated that she was too burdened with low achieving students to accomplish some of the goals she felt to be at least equally as important. Another stated that the program could be improved if she could devote more effort to the developmental guidance classes and become more adept at being a child advocate without offending teachers. The other counselor thought that the program could be improved by developing written objectives, by doing a community needs assessment, by obtaining additional parent involvement, and by using more formal and systematic referral and follow-up procedures.

Relative Importance

The school system did have positions other than the counselor which were locally funded. The system supports art, music, and physical education for all students with local funds. There is a TAG program for gifted students which is for about 20% of the students. Aides are provided, at local expense, for K and "junior primary." A library aide is also employed. The entire "junior primary," which is in the 12th year is locally funded. About 3% of the students are served by the junior primary.

System C

Description of Community and Students

The counselors described the community from which their students come as urban and suburban. In one school, the one with the most urban setting, about one third of the students walked to school, about one third provided their own transportation, and one third rode a school bus. The three schools in the system differed considerably in the characteristics of the students and parents served: one school had less than 5%, another school 20%, and the third, 62%, of the students on free lunches. The schools did not report a high unemployment rate among the parents in the attendance areas. Nor did they indicate large numbers of parents on welfare. The percentage of racial/ethnic minorities varied from 9% to nearly 20%. There was reported a high percentage of students from homes in which both parents or the single parent worked outside the home; consequently, a large number of "latchkey" children were enrolled. Few Title/Chapter 1 students were noted. The schools indicated that they had average or below average levels of discipline problems. No below-average achievement levels were reported.

The principals described the schools in a manner that showed the differences in the schools. One school was depicted as having a group of highly educated parents from a high socio-economic level. One fourth of the students qualified for the gifted program (according to State Department of Education criteria). Another school was described as having a very heterogeneous student body with a wide range of value systems among the parents. The population of the school was changing to include more single parents, more Blacks and more families with a low income. The third school was the one which the principal stated, "had the highest need." The school had students from families that were very mobile. Nearly 40% of the students move from one school zone to another each year. Helping the students with this transition from school to school was a stated need.

Parent/Community Support

The three counselors from the schools visited reported a high rate of active parent participation in PTA or other parent activities organized by the school. All counselors said that they were able to obtain cooperation from parents when they solicited it and that parents frequently came to the counselor with their concerns about their children.

In answer to the question, "Is there community or parent support for the guidance program," there was a unanimous "yes." One principal based her statement on the results of the parent survey conducted in May of the previous year. (This survey is done every five years.) A second principal said that the feedback she obtains from parents is very positive. The third report was that parent support was "strong." The counselors presented letters and endorsements from parents and representatives of community agencies as evidence of the support they obtained.

Staff Support

All the counselors stated that they generally had the cooperation of the teachers and other staff members whenever it was requested. It was also reported that the teachers and other staff members frequently came to the counselor regarding concerns they had about their students.

The principals noted that there was staff support for the guidance programs. One principal mentioned that the teachers were involved on a yearly basis in reviewing the objectives of the guidance services. Also the yearly evaluations and reports for Southern Association accreditation gave evidence of staff support, especially for the developmental guidance groups. Another principal said that surveys conducted in the past showed staff support for the guidance activities. The other principal noted that the staff reaction to the guidance program was mixed. Nearly all teachers endorsed the concept of guidance and counseling; however, some disagreed with changes that were being made in the program. Because the counselor was becoming more heavily involved with parents and in individual counseling there was less time spent by the counselor in the classroom. Teachers, at least a few of them, wanted the counselor back in their classrooms! Lack of support should be interpreted, according to the principal, as resulting from disagreement about changes in the counselor's job description, not from lack of support for the entire range of services provided by the counselor.

Program Needs and Objectives

All counselors mentioned that the results of needs assessments had been used to establish program needs and objectives. The guidelines of the Southern Association and the ideas of the school principal were also mentioned. All counselors had conducted a needs assessment within the past two years. Needs assessment results were used to see if the program was alleviating some of the needs.

Program Description

The system did not present a written general description of their elementary counseling and guidance program. A job description was noted which defines the specific duties of the elementary counselor. The counselor is listed as being responsible to both the director of pupil personnel services and the building principal. Six broad areas of duties are included in the job description: administrative, testing, consultative (parents and teachers), coordinative, counseling, and clerical.

Recent accreditation reports listed major objectives for two of the three schools visited. One report said that major objective was "to promote the total development of each child in the school. This development naturally includes cognitive/academic development, but addresses more directly personal, emotional, and social development." The report listed ten objectives which were: (1) meeting the needs of students with specific problems; (2) providing a screening committee which consults with classroom teachers and other professionals to determine if a student is a candidate for special education; (3) providing liaison services between parents and school; (4) conducting inservice for staff concerning ways to help troubled children; (5) consulting with staff about social, academic, emotional, or home problems of individual students; (6) testing of potentially learning handicapped students; (7)

assisting the principal in student placement; (8) conducting M-team meetings which plan the educational program for all special education students; (9) coordinating the standardized testing program; and (10) maintaining cumulative records.

The principals described the following as program objectives which were unique to their respective schools: 1. providing extra emphasis on parent programs, 2. doing more counseling for parents, 3. training for "latchkey" children, 4. helping students in transition from one school to another, 5. being an advocate for the child, especially during the early grades, 6. setting the tone for the staff (The counselor is a very caring person who serves as a model for others.), 7. providing a counselor who is a special friend for many children and is very careful about confidentiality.

Each of the principals was able to characterize their guidance program as unique in some way. One program was depicted as a "totally developmental model," while another focused upon early childhood and the developmental nature of children. A child-centered counseling program was the label placed upon the remaining program.

Coordination with Other Services

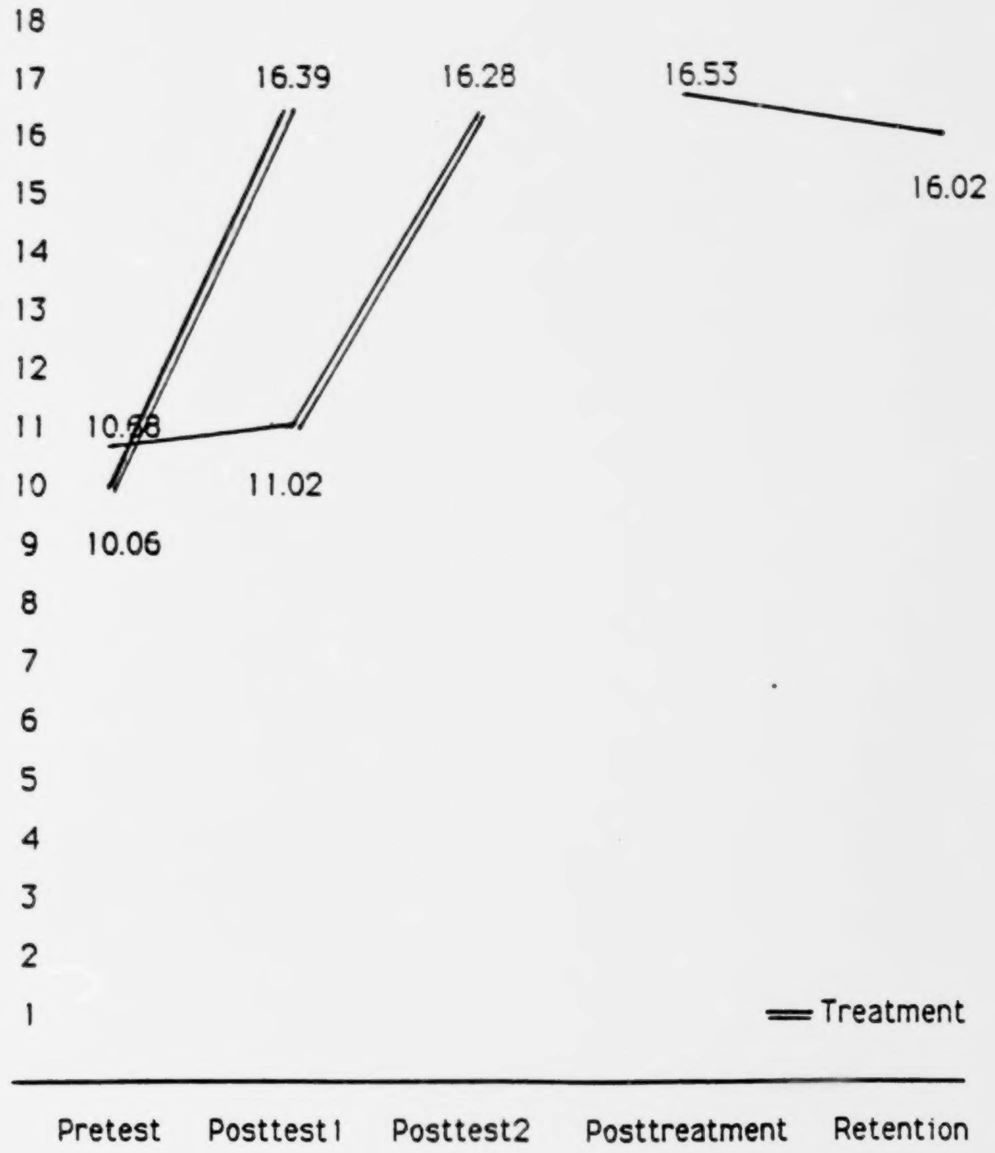
Each of the counselors stated that there was a clear delineation of duties and responsibilities between the counselor and other school service providers. The relationship to the school psychologists was clearly specified by each of them. The psychologist tested and certified students for special education. The counselor did screening, chaired M-team meetings and conducted parent conferences. No other specialists were mentioned as performing duties overlapping those of the counselor. The counselors in this system not only coordinated the M-team meetings but also conducted regular meetings for special area teachers. One counselor coordinated aspects of a transition program between kindergarten and the first grade. Another counselor met with the teaching teams in order to maintain effective communication.

Program Effectiveness

The guidance supervisor said that the administration was content with all of the programs. Each program was viewed as effective; however, each was seen as having particular strengths. Mainly the differences occurred because the programs served different populations. For example, one school contained a large proportion of gifted students while another school had considerably more latchkey children than the average school. The supervisor thought that the elementary school counselors' work with handicapped students was an area of excellence. While there was no data available on the effectiveness of counselors on a system-wide basis, it was pointed out that the counselors appear annually before the Board of Education. Since that practice began in 1977, there has been an effort to increase the services of the counselors rather than to cut back on positions. The VSP (Very Special Person) Week, a community-wide program for encouraging children and youth, has been helpful in focusing community attention on the value of the school counseling services.

One counselor had compiled research on one aspect of the program as a means of verifying effectiveness in providing training for latchkey children. A program for helping children cope with being home alone was evaluated using an experimental/control design. The Being In Charge curriculum was taught to two sixth grade classes and three fifth grade classes (N=115). Students were given a pretest and posttest. Significant effects were obtained thereby showing that participation in the program resulted in increasing students' knowledge of self-care practices. Results of the evaluation are presented in Figure 2. Students were tested for retention of learning with results showing that most of the gains were maintained.

Figure 2. Change in Mean Scores Across Time



All schools had obtained parent responses to a survey of guidance services. ELO'S (Educational Leadership by Objectives) have been developed and assessed on a yearly basis. Also, the programs have been evaluated by the Southern Association of Colleges and Schools and have obtained accreditation. These reports are recent and are available for review.

The counselors did indicate ways that they thought the guidance programs could be made more effective. One thought that more clerical assistance would benefit the program. The other counselors expressed the need for more personnel. (It should be noted that additional counselor services have been obtained for one of these schools this year, 1985-86.) Additional improvements were mentioned which included the use of better organizational procedures and the establishment of clearer priorities.

Relative Importance

The guidance positions in this system are funded through local funds. There are some other positions that are supported locally. Positions for reading specialists are provided and serve about one third of the students. String band, art, physical education, music and library are also supported by local supplements. About one third of all teachers are supported locally.

System D

Description of the Community and Students

The counselor described the community as serving equal portions of rural, suburban, urban, and inner-city populations. Sixty-five percent of the students rode a bus to school, 25% provided their own transportation, and 10% of the students lived within walking distance of the school. The student population included 53% who were members of racial/ethnic minority groups. Black students comprised most of the minority. The school's attendance area contained 95% of all public housing. Large numbers (60%) of students participated in a free breakfast/lunch program, with 50% of the student population coming from homes receiving welfare assistance. Thirty percent of the students were enrolled in the Title/Chapter 1 program. Although 50% of adults in the community were unemployed, 30% of the families had both parents or the single parent working. A high percentage of the students lived in homes with a single parent. Achievement levels were below average for about 50% of the students, while approximately 25% of the students were classified as presenting serious discipline problems.

Parent/Community Support

There was little active support or participation by parents in the PTA or other parent activities organized by the school, even though efforts had been made to increase parent involvement in the school. It was also difficult to get parent cooperation regarding their children even when such cooperation was sought. Many parents were, however, frequently coming on their own initiative to see the counselor about their children. Both the principal and the counselor agreed that parents appreciated their elementary school guidance program. Strong endorsement came from parents of gifted students and from various community groups which often requested the counselor as a speaker for their meetings. Many parents were often using the counseling service for their personal concerns as well as for consultation help with their children.

Staff Support

Support for the guidance program from the faculty was quite high. Both the principal and the counselor presented evidence showing that the faculty were actively using the guidance services. Many referrals and requests for consultation had been made by the staff over the past five years. According to the principal, the feedback on the counselor and guidance services had been quite positive.

Program Needs and Objectives

Program needs and objectives were determined through the counselor's professional judgment and feedback from teachers, parents, and students. The counselor had completed several needs assessments and program evaluations for purposes of revising and modifying the program to meet the students' needs. The principal mentioned that all of the guidance services constituted unique contributions to the school program, and these contributions would have to go if continued funding were not forthcoming in future years. There were no other personnel trained to do individual and group counseling as well as to provide the other guidance services.

Because of the high number of students to be served, the counselor placed less emphasis on serving intermediate grade levels. He was also active in conducting parent support groups for gifted education, and he developed a sex education program. As mentioned previously, the counselor did considerable public speaking and public relations work with the various community service clubs. Such efforts helped him coordinate community services with student needs. The principal mentioned the significant impact the counselor has had on improving achievement test scores in the school, although they were still generally low. The test score gains were accomplished through classroom guidance groups, individual counseling, and effective remedial work with low-achieving students.

Program Description

The system did not employ a supervisor of guidance; however, a pragmatic elementary school counselor's job description had evolved over the past five years. The counselor had adjusted the program to meet the unique needs of his community. More intense services were provided in the primary grades and for grades seven and eight. The counselor focused primarily on individual counseling, classroom guidance, and consultation.

Coordination with Other Services

The counselor thought that there was a clear delineation of duties and responsiblities among the various other service providers in the school. There were clear distinctions in the job descriptions of the counselor, school psychologist, and special education or resource teacher. All of the people involved in these service roles were working well together to improve achievement test scores. Once again, the counselor served as a coordinator and consultant to the above team.

Program Effectiveness

The counselor had collected considerable evidence to show that he was meeting student and school needs. Most impressive were the gains in achievement test scores for those students who were receiving guidance services (e.g., the basic skills program). Questionnaires for evaluating the guidance program had been completed by students, parents, and faculty. Positive results were received from each survey group. The principal was also enthusiastic in his evaluation of the guidance program and mentioned that he needed two counselors to derive full benefits from the program. The counselor and the principal both mentioned the high service demand on the counselor. His assistance is actively sought by students, parents, teachers, and the community in general.

System E

Description of Community and Students

The school in this system would be classified as rural. Most of the students who attended the school rode the bus. A higher-than-average percentage of parents on welfare was reported. The number of homes in which both parents or the single parent worked was listed as high.

Parent/Community Support

There was reported to be a high rate of active parent participation in PTA or other school activities. The counselor thought that the cooperation of parents was generally obtained when solicited. Parents at the school were not reported as frequently coming to the counselor about concerns they had about their children.

Staff Support

The counselor said that the guidance program had the support and cooperation of the teachers and staff. Teachers and staff brought concerns about students to the counselor and gave the counselor help when it was requested.

Program Needs and Objectives

The counselor reported that the guidance objectives were established based upon general guidance objectives. High school guidance and county job descriptions had been adapted in order to develop the program objectives.

Program Description

The program was described as one that helped students with life planning. Films and discussion groups were used to aid in life planning. The DUSO Materials (Discovering and Understanding Self and Others) were used extensively in the first three grades.

Two general objectives were presented. One was to help students overcome problems that impede learning and to assist them in making educational, occupational, and life plans that hold promise for their personal fulfillment as mature and responsible men and women. The second was to give students the opportunity to become constructively involved in developing their own personal effectiveness, self-confidence, and understanding of the cause and effects in the interpersonal relationships.

Coordination with Other Services

The counselor stated that there was a clear delineation of duties and responsibilities between the counselor and other service providers in the school. The counselor indicated no relationship or little interaction with the school psychologist.

Program Effectiveness

No specific information was available to demonstrate the effectiveness of the guidance program; nor was there a description of which objectives of the program were met through the various activities. The counselor did indicate that factors preventing the guidance program from being more effective at this time were the counselor's inexperience and inflexible scheduling in the upper elementary grades.

System F

Description of Community and Students

The community populations served by the counselors ranged from 90% suburban and 10% rural in one school to 100% rural in the second school visited, to 33 1/3% rural, 33 1/3% suburban, and 33 1/3% urban in the other school. Almost all of the students rode a bus to their school. Some differences were noted in the socio-economic level of students in attendance. The free lunch program enrollment ranged from a high of 50% in some schools to a low of 20% in others. Title/Chapter 1 students ranged from a high of 25% to a low of 14%. Unemployment ranged from 40% in one school zone to 6% in the most affluent area. Welfare recipients ranged from 40% to 8% in the schools served by the counselors.

Single-parent homes in the district were not as much in evidence as in other Tennessee systems visited, with a high of 25% single parents located in one attendance zone to a low of 10% in another. There were, however, large numbers of families (65%) in which both parents worked. Only one percent of the school population consisted of racial/ethnic minorities. Below-average achievement was reported as a problem in some schools with an overall 8% to 10% of the students falling into this category. More persistent discipline problems were reported in schools having lower achievement levels and economic problems.

Parent/Community Support

All of the counselors reported a high rate of parent participation in school activities. Exceptions were noted for schools having students with achievement and discipline problems. Nevertheless, counselors reported that parent support and cooperation for the guidance program was high in all schools. In fact, parents were reported as making frequent requests to see the counselor.

Staff Support

The faculty was likewise also rated as being supportive, cooperative, and helpful regarding the school guidance program. All teachers appreciated the classroom guidance activities provided by the counselor as well as the consultation and individual counseling service. The principals and the counselors mentioned that the teachers frequently sought the counselor's assistance with student problems.

Program Needs and Objectives

Program needs and objectives were reported as coming from academic course work, State Department of Education guidelines, job descriptions, student requests in a suggestion box, and a needs assessment. In the one case where a needs assessment was done it had been repeated to see if the program had made a positive impact of the students. The results were positive with an endorsement to maintain the classroom guidance meetings.

Program Description

The system employs a supervisor of guidance who has developed a program and elementary school counselor job description based on guidelines from the State Department of Education. The objectives are based on the standard areas of counseling, consultation, and cooordination. The counselors have the freedom, ability, and creativity to mold the job descriptions to fit the student population for each school they serve, which they do.

The principals pointed to several unique contributions elementary school counselors made to their schools: 1. well-organized classroom guidance meetings; 2. professional individual counseling for students; 3. consultation to staff and parents; 4. specialized counseling groups for current problems including divorce, child abuse, etc.; and 5. coordination of referral services between the school and community as well as within the school system (e.g., M-team coordination).

Coordination With Other Services

The articulation between the counseling program and the other programs and services in the school was described as operating smoothly. The counselors had no complaints about working with the school psychologist. In each case both the counselor's and school psychologist's roles were well-defined. However, one counselor did complain that, "I often have to do the work that the special education teacher should do." The counselors were responsible for obtaining and making referrals.

Program Effectiveness

All of the counselors collected data at the end of each year to evaluate the effectiveness of their guidance program. One counselor utilized student ratings of the classroom guidance meetings and teacher ratings of all students they referred for counseling. Results of these two evaluation procedures were highly positive falling into the excellent and good ranges on a five point scale (5. Excellent; 4. Good; 3. Average; 2. Below Average, and 1. Poor). Another counselor used a questionnaire with all the teachers and students to evaluate the full range of guidance services. Results of the questionnaire were positive for the services the counselor could provide in the limited time available in each school. The teachers and students expressed a need for a full-time counselor who would be able to meet each student once a week in classroom guidance meetings. A third counselor had not completed a similar evaluation survey with faculty and students but had plans to do so before the term ended. Feedback from all the principals was highly positive and supportive of the guidance services which were available. All of the principals expressed a need for a full-time counselor. Perhaps the biggest item that surfaced during the interviews was the high level of rapport each counselor had been able to develop with their principal, teaching faculty, and, of course, the students and their parents.

System G

Description of Community and students

The schools in this system would be classified as either inner city or suburban. Two of the schools visited were inner city, and one was suburban. In the two inner-city schools most of the students walked to school. Most of the students who attended the suburban school rode the bus to school. One of the schools, an inner-city site, was listed as an "optional" school, consequently a number of students did provide their own transportation in order to be able to attend.

A high percentage of students were enrolled in the free lunch program. Nearly 70% of the students in one of the schools participated in the program. Approximately 30% of the students were Chapter 1 students. A higher-than-average percentage of parent unemployment existed in all three schools, although the suburban school had only 10% unemployed. Welfare recipients made up 40% of the parents in one school, and the other schools also had high percentages of parents on welfare. The number of single parents was high with the exception of the optional school, which had only about 15%. Blacks were in the majority in the student populations of the schools. The suburban school had a high percentage of working parents (75%). The optional school did not have problems with discipline or low achievement. The suburban school had both of these problems, and the achievement level of students in the third school was below average.

One principal described the school population as being a low socio-economic level. A need for developing student motivation and pride existed. The students also had little sex education or social training. The optional school had a wide variety of parents who had high expectations for the school.

Parent/Community Support

Two of the three counselors reported a high rate of active parent participation in school activities. All of the counselors thought that they generally had the cooperation of parents when they asked for it. Parents at all of the schools were reported as frequently coming to the counselor about concerns they had about their children. The principals all reported community or parent support for the guidance program. They based their comments on the number of parent calls and requests for conferences with the counselor. One principal reported that the parents depended upon the counselor to help them obtain some very basic services, such as glasses, clothing, etc. Another principal mentioned that the advisory group for the school listed guidance as a priority.

Staff Support

All of the counselors said that they had support and cooperation from the teachers and staff. Teachers and staff members brought concerns about students to the counselor and gave the counselor help when it was solicited. The principals all stated that there was staff support for the guidance program. "Very positive," was the comment of one principal. Another pointed out that the staff had originally requested the service for the school. One program had a very functional guidance committee which held meetings and determined guidelines and expectations for the program.

Program Needs and Objectives

Guidance objectives were based on professional judgment, needs of the school, opinion of the principal, and expectations of the teachers. Two of the schools reported doing a needs assessment in order to establish the program objectives. One counselor had completed the assessments on a semester basis in order to see if the program was alleviating some of the needs.

Program Description

The system has a handbook of elementary school counseling and guidance services. The handbook contains a statement of a philosophy of guidance and a list of the elements of a comprehensive program. Those elements include: 1. counseling; 2. individual inventory; 3. information service; 4. coordination, consulting and referral services; 5. placement and follow-up services; and 6. group guidance. Objectives and student outcomes of the developmental guidance program are also presented. A specific job description is also contained in the booklet. A separate section in the handbook describes the counselor's steps in working with a student.

Only one of the schools had unique objectives for the program offered in the school. The school with the full-time counselor developed monthly objectives and offered services that could not be provided by those counselors who had more schools and students to serve.

One principal noted that the counselor who served the school on a part-time basis helped with many different problems. The counselor was said to be especially adept at using community resources to assist student and family members. Because of the counselor's experience, she knew the people and the community and was good at following up on a case until it was resolved in some way. Another principal said that the school counselor was getting an increasing number of problems related to child abuse, divorce, and single parent families. Special efforts were made to make sure that the counselor did not become overburdened with administrative tasks so that time could be spent for guidance and counseling activities. The principal also thought that the school, because of the work of the counselor, did an exceptional job in providing service to special students. The principal of the school with the full-time counselor credited the counselor with developing the honors and awards programs which contributed to the high achievement in the school. The program was described as being outstanding. A specific statement was that, "The counselor enhanced the services offered in the school."

Coordination With Other Services

All counselors stated that there was a clear delineation of duties and responsibilities between the counselor and other service providers in the school. Noted were the clear job descriptions developed by the central administration. The counselor and the psychologist collaborate in the identification, screening, testing, and staff (through M-Team meetings) of special education students.

Program Effectiveness

This system is initiating a very specific and extensive elementary guidance program evaluation. These results were not available at the time of the site visit. One counselor stated that no specific information was available to demonstrate the effectiveness of the guidance program. Another counselor said that the continuing referrals that were obtained from teachers, the principal and parents supported the value of the services provided. The third counselor claimed to be using a "time-series" design for program evaluation. This was a series of monthly needs assessments which indicated that the needs were being met by the program.

The guidance supervisor said that the program with a full-time counselor serving one school was more effective than those which had to operate with extremely high counselor-student ratios. An exact quote was, "Some programs are, because of time limits, crisis oriented and, therefore, might be seen as less effective because no developmental program is implemented." Counselors in two of the three programs visited reported that they thought that the programs could be improved. One counselor noted that because she had to go from school to school she was assigned to crisis situations rather than being able to utilize developmental guidance strategies. The other counselor said essentially the same thing, "It is difficult to have impact upon three schools." The full-time counselor reported that she had good facilities and resources and that what was provided in terms of elementary guidance services was nearly ideal.

Relative Importance

Some programs have been recently cut because of shortages of funds. Among these were elementary school physical education and some music program offerings. Programs provided locally, in a manner similar to guidance, were art, music, CLUE (a program for gifted students), and the optional school.

NOTE

Samples of program objectives, job descriptions and materials appear in Appendixes D, E, F and G.

Summary Statistics Across Programs

Counselor Assignment

The number of students served per counselor in each of the seven school systems ranged from a low of 375 in one school to a high of 2,478 in another. (See Table 3.) The average number of students per counselor included in the study was 890. Representatives of six school systems reported that 100% of their students received guidance services. Officials of the seventh system reported providing services to 97% of the students in their schools.

Counselor Role and Function

The counselors were asked to indicate the approximate amount of time they spent on each of a number of guidance activities. It was possible, therefore, to rank the functions constituting the role of the elementary school counselors who were visited. Three activities account for over 50% of the counselors' time: individual counseling, classroom guidance, and teacher consulting. (See Table 4) Other major activities of the counselors included group counseling, parent consulting, student assessment, referral services, and career education.

Table 3

Students Served Per Counselor

System	Range	Average	% of Students Served
Blount County	1030-1300	1160	100%
Covington City	1000[a]	1000	100%
Giles County	783[a]	783	100%
Hamblen County	365- 435	400	97%
Maryville City	400- 584	520	100%
Memphis City	1400-2478	1947	100%[b]
Oak Ridge City	375- 550	420	100%

[a] Only one counselor employed in the only elementary school in the system

[b] Only "on call" for children in kindergarten

Table 4

Rank Order of Time Devoted to Counselor Functions

Rank	Function	% of Time
1	Individual counseling	22%
2	Classroom guidance	21%
3	Teacher consulting	12%
4	Group counseling	10%
5	Parent consulting	9%
6	Student assessment	8%
7	Referral services	6%
8	Career education	4%
9	Other	4%
10	Functioning as a principal	1%
11 (tie)	Scheduling	1%
11 (tie)	Evaluation of guidance	1%
13 (tie)	Research	<1%
13 (tie)	Discipline	<1%
15 (tie)	Supervision of lunch room	0%
15 (tie)	Teaching nonguidance classes	0%

Note. Total percentage may not equal 100% because of rounding.

Comparisons are made in Figure 3 of the mean percentages of time devoted to guidance activities by counselors in the systems with the more favorable conditions (A, B, C) and those in systems with less favorable conditions (D, E, F, G). Mann-Whitney tests applied to individual activities showed that none of the observed differences were statistically significant. However, some general conclusions can be reached.

Counselors with more favorable conditions did spend less time doing individual counseling and classroom guidance and more time on group counseling, parent consulting, and student assessment than those counselors with less favorable conditions. Approximately the same amounts of time were spent by counselors in both groups doing teacher consulting, referral services, career education, and other functions.

Principals' Ratings

Each school principal was asked to rate the guidance program in the school on: the extent to which the school counselor was meeting the objectives for the guidance program in the school, and the articulation between the counseling program and other programs in the school. A five-point rating scale was used for the question regarding meeting of objectives, and a four-point scale was used to rate articulation. High ratings indicate positive responses on both items.

There were only three principals who rated their counselors as meeting the guidance objectives only some of the time, while all others gave a clear "Yes" response. (See Table 5.) Principals unanimously gave the highest ratings (4) on the articulation of the guidance program with other programs and services in the school.

Figure 3

Mean Percentage of Counselor Time Devoted to Major Guidance Activities by Groups of Systems

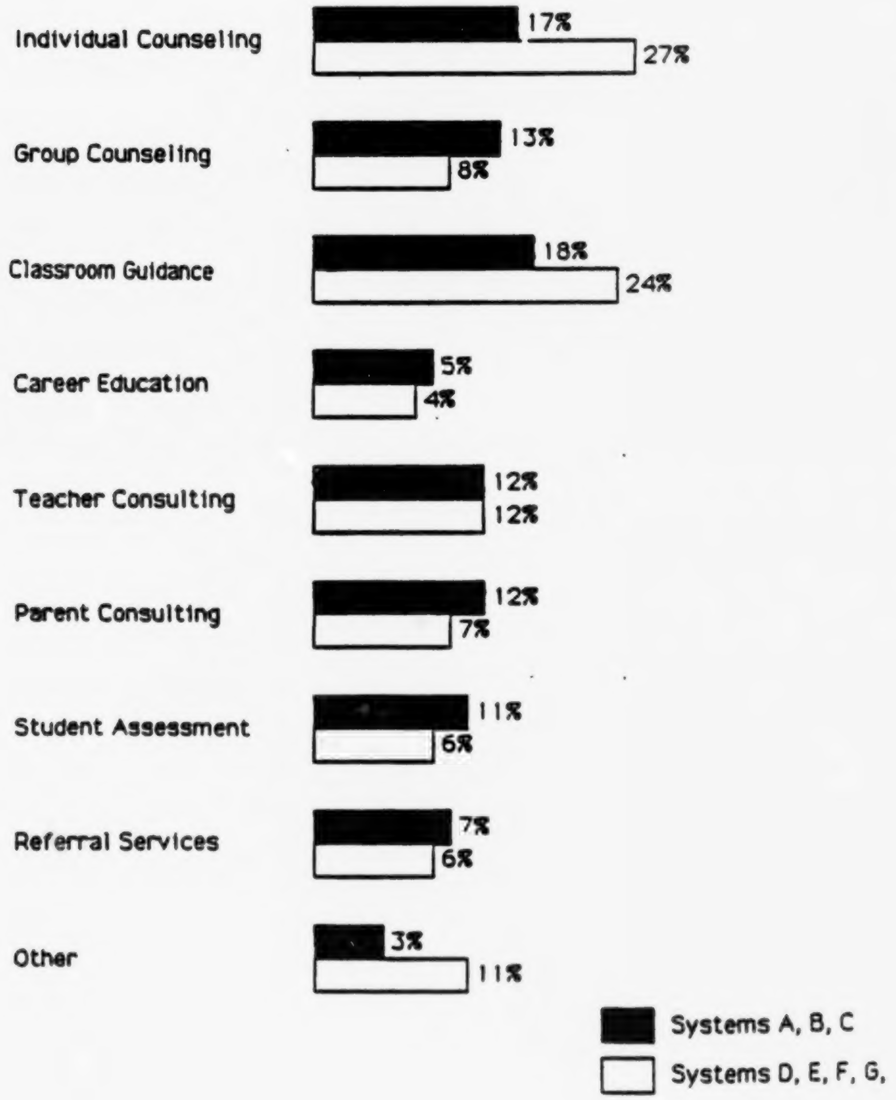


Table 5

Principals' Ratings of Guidance Programs

		Ratings	
System	Number of Schools Rated	Meets Objectives[a]	Articulation[b]
A	3	5, 5, 5	4, 4, 4
B	3	5, 5, 5	4, 4, 4
C	3	5, 5, 4	4, 4, 4
D	1	5	4
E[c]			
F	3	5, 4, 4	4, 4, 4
G	3	5, 5, 5	4, 4, 4
	Average Rating	4.8	4

[a] Ratings based on a structured interview with the following response options: 5, yes; 4, most of them; 3, some of them; 2, a few of them; 1, no.

[b] Ratings based on a structured interview with the following response options: 4, smooth; 3, it varies, generally smooth; 2, generally poor; 1, poor.

[c] No site visit conducted.

Design of the Questionnaire Data Collection Studies

Seven public school systems in Tennessee were identified through the telephone survey as having at least one full-time elementary guidance position which had been in existence for a full year. All of the seven school systems were very willing to participate in the study. Site visits were ultimately scheduled in only six of the school systems, because of availability of the consultants who made the site visits during the small amount of time between verification of systems to be considered for site visits and the end of the school year. Reports of those site visits and data obtained from the seventh site through the counselor's completion of the structured interview form used with counselors has been reported in the preceding section. Questionnaire data were collected in all seven systems. Concurrence of information collected during site visits with questionnaire response data would enhance the validity of the data.

Sampling

Three of the school systems employed full-time elementary school counselors to serve individual schools containing grades K-5 or K-6 with enrollments under 600 in each school. Two systems employed a single counselor each, serving grades K-8 in a single school in each system with enrollments of approximately 750 and 1000. The final two systems employed counselors to serve two or three schools each, with counselor-student ratios exceeding 1/1000. Grades K-8 were served in one of these two systems, but in the other school composition varied from K-5 to K-8. Because one school system was considerably larger than the others, both in enrollment and in the numbers of elementary counselors employed, it was decided that a larger sample would be needed in order to obtain a representative sample from that system.

Some other variations which are unique to a specific school system were identified. In one school system where there was only a single full-time counselor, the counselor left the school system before the end of the school year (and before completion of data collection) to take a position in a field outside of education. In a second system, the elementary counseling program was only in its second year of operation, so the longest period of exposure to the elementary counseling program in that system was two years. As the program was still being phased in, some of the schools served by the counselor during 1984-85 had not been served during the preceding year. One school was, in fact, a new school in its first year of operation during 1984-85. In a third school system in which there were full-time counselors in three schools, the elementary guidance program was faced with change during the following year due to consolidation of two systems, one of which had elementary school counselors and the other did not. Plans had already been proposed when this study was conducted to reassign the existing elementary school counselors to middle schools, thus eliminating the elementary counseling positions, so that counseling services provided would be more nearly equal throughout the new system.

The three school systems with the most favorable conditions for elementary counseling (a full-time counselor assigned to a single school with a counselor-student ratio close to 1/500 and not exceeding 1/600). have been designated A, B, and C throughout this report to avoid breaching the confidentiality of which school systems were assured when they agreed to participate in this study. Two systems (labeled D and E) had less favorable working conditions for the counselor: the counselors were employed full-time and served only one school each, but in both cases the counselor had fairly large numbers of students (approximately 750 and 1000 in grades K-8). Counselors in the final two school systems (designated F and G) had even larger numbers of students (averaging over 1000 students per counselor) and served more than one school so that the counselor was in each school only one or two days per week.

Student Samples

For six of the systems, 200 students were to be sampled; for the seventh system, 600 students were to be included in the survey. In school systems with only a single elementary school being served by an elementary counselor and in those in which there were only three full-time elementary counselors, student samples were selected from those schools. In the systems in which there were more than three schools being served by full-time elementary counselors, selections of schools for site visits and data collection were made in consultation with local school personnel in an effort to sample the range of counseling situations existing within the school system. Student samples were sought in all schools in which site visits were made.

The number of students receiving a particular form of the questionnaire (grades K-2, for example), were to be evenly selected from among the relevant grades. Then a systematic sampling process was to be used to draw students from each classroom at that grade level. Students were to be selected by taking the fifth child (from the teacher's alphabetized class list) from each class at a grade level, then the tenth child from each classroom, then the fifteenth child, continuing until enough students had been selected.

Parent Samples

A sample of 200 parents was to be surveyed in each of the six smaller school systems, 600 in the largest system. To minimize the amount of time and effort required by local personnel in administering the parent questionnaire, parent samples were related to the student samples. Once student samples had been determined as previously specified, a parent questionnaire was to be sent home with every child who was selected to participate by completing the student questionnaire. This would introduce a lack of independence between student and parent data, but since school systems were being asked to assume responsibility for administering the instruments the relating of parent to student participants would facilitate the process. Since student samples were systematically selected, the pairing of parent samples with student samples would produce parents which would also be systematically derived, although it was recognized that parent returns would probably be less numerous than student returns.

One or more systems expressed concern regarding the possible lack of response from parents, based on previous experience, to site visitors. Examination of the numbers of questionnaires returned by parents of the various school systems shows that this concern was justified in at least one case.

Faculty Samples

Forty staff members were sought as participants in each of the six smaller school systems, 120 in the seventh. Based on the premise that three schools would be the maximum number involved in data collection for all but the largest system, the number of questionnaires per system would be sufficient to obtain responses from at least one teacher at each grade level, the principal, school psychologist, resource teacher, and other program specialists. For the seventh system, the number was tripled, consistent with the number of schools included in order to obtain a representative sample from that system.

The number of staff to be surveyed (40 or 120) was divided among the number of schools included in the study. In determining the staff members to be surveyed in each school, the principal, resource teacher, school psychologist were designated to receive questionnaires. One teacher at each grade level was to be systematically selected by selecting the kindergarten teacher whose name was first in an alphabetical listing of kindergarten teachers, the first grade teacher whose name appeared second among first grade teachers, the second grade teacher whose name was third, etc. Whenever the list of teachers at a grade level did not permit movement to the next higher number for selection, the first teacher's name at that grade was selected and the process began again starting at that grade level. If additional personnel could be included from the school after all grade level teachers, school psychologist and principal had been included, other program area specialists were to be included or additional teachers sampled.

The numbers of students, parents, and school staff members for whom questionnaire data are available are presented in Table 6. Response rates varied from system to system and from instrument to instrument. Questionnaires were more likely to be completed and returned by students and school staff members than by parents. In at least one instance a school system asked for and was given permission to duplicate the staff questionnaire so that copies could be given to a few

Table 6

Survey Participants by System

	Systems[a]							
Participants	B	C	G	H	Ma	Me	OR	Total
Students								
Kindergarten	19	5	18	38	24	94	23	221
First Grade	16	14	25	23	30	68	28	204
Second Grade	20	18	23	37	29	64	27	218
Third Grade	19	10	24	22	29	88	25	217
Fourth Grade	22	14	21	44	30	82	31	244
Fifth Grade	49	20	15	34	30	93	32	273
Sixth Grade	24	20	22	0	27	53	28	174
Seventh Grade	6	15	19	0	0	0	0	40
Eighth Grade	7	20	22	0	0	0	0	49
Not Coded by Grade	0	4	0	0	0	17	2	23
Total	182	140	189	198	199	559	196	1663
Parents (by Student Grade)								
Kindergarten	5	1	19	28	20	34	16	123
First Grade	18	0	19	16	23	45	14	135
Second Grade	10	0	18	32	21	25	19	125
Third Grade	14	3	23	19	16	41	14	130
Fourth Grade	19	9	21	44	23	51	28	195
Fifth Grade	32	3	12	32	21	68	22	190
Sixth Grade	16	3	21	0	22	38	21	121
Seventh Grade	3	7	16	0	0	0	0	26
Eighth Grade	7	1	22	0	0	0	0	30
Total	124	27	171	171	146	302	134	1075
School Staff Members								
Principal, Assistant Principal	6	1	1	2	3	5	3	21
Grade Level Teachers	24	25	23	29	32	79	22	234
Resource Teachers	3	2	3	5	2	4	5	24
Subject Area Teachers	2	6	2	0	1	1	2	14
School Psychologists	1	0	0	1	2	1	0	4
Other	0	4	0	7	3	4	2	20
Not Coded	0	2	0	0	0	0	1	3
Total	36	40	29	44	42	94	34	320

---

[a] Systems designated as follows: B=Blount County; C=Covington; G=Giles County; H=Hamblen County; Ma=Maryville; Me=Memphis; OR=Oak Ridge.

more staff members. For this reason and because it cannot be determined exactly how many forms were distributed by the school systems no formal return rate is calculated. It can be noted, however, that for many systems approximately as many student and staff questionnaires were returned as had been distributed to them.

The number of years students and staff members had been in their particular schools and the number of years the parents' children had been in those schools are shown in Table 7. Over one fifth (21%) of the students had attended the school one year or less, while a larger percentage of parent respondents (26%) indicated their children had been in the school one year or less. Staff members had generally been employed in their respective buildings for some time, with 63% having been there six or more years, 32% for more than ten years.

Instrumentation

Questionnaires were designed for the following groups: students, parents, faculty members. (See Appendix A.) Questionnaires were based on instruments previously developed (Kitley, 1975; Miller, 1973; Smith & Wilson, 1976; Weinrach, 1976) but with adaptations to increase their relevance to the current legislation and proposed objectives of placing counselors in Tennessee elementary schools. All instruments were color coded.

The complete version of the student questionnaire contained 23 items: 15 questions to which the student responded by circling "1" (Yes), "2" (No), or "3" (Don't Know); and a list of nine areas in which a school counselor might provide help to the student with instructions for the students to check all areas in which the counselor had helped them. Demographic information included the name of the school and

Table 7

Length of Time in the School

Group	Years	%
Students, Grades 3-8	Less than 1	2
	1	19
	2	13
	3	11
	4	19
	5	13
	6	13
	7	9
	8	1
	9	1
Parents	0	1
	1	25
	2	20
	3	14
	4	12
	5	11
	6	10
	7	7
	8	1
	9	4
Staff Members	0-1	13
	2-3	11
	4-5	13
	6-10	31
	11-15	21
	16-20	8
	21 or more	3

Note. Percentages may not equal 100% because of rounding.

grade, and (for grades 3 through 8) gender and the number of years the student had attended the school.

The parent questionnaire consisted of 11 questions to which parents were to respond either "1" (Yes), "2" (No), or "3" (Don't Know). Items were also included to determine the school the child attended, the child's grade level, the number of years the child had attended that school, and whether or not older siblings were attending or had attended the same school.

The questionnaire for school staff members was much longer than either of the other two instruments. The three-page instrument contained 15 separate items, many of which covered many dimensions. Attempts were made to include items which obtained reports of the counselor's activities and effectiveness as perceived by the person completing the questionnaire. Demographic items on the staff questionnaire included the name of the school, the position (principal, grade-level teacher, resource teacher, subject area teacher, school psychologist, or other) occupied by the participant, and the number of years the participant had been in that school.

Administration of Instruments

After school superintendents had been given an overview of the study over the telephone and verbally agreed to participate, sample copies of the questionnaires were sent to each superintendent for review and approval. All instruments were approved as presented by all seven superintendents with the exception of one question. One superintendent requested that question three be deleted from the parent questionnaires for his school system. This request was honored, and a second version of the questionnaire which did not include question three was printed for use in that school system.

Instruments were packaged in manilla envelopes so that a package contained the instruments for one school. Two of the systems contained only one school each, housing kindergarten through grade eight; in two of the systems there were only three schools, each having a full-time counselor; in one school system, there were more than three elementary schools, but the three schools with full-time counselors were selected for site visits and questionnaire data collection. In the final two school systems there were more than three full-time counselors, and all counselors served multiple schools. Questionnaires were packaged in three school sets for the smaller of these two systems. For the one system which was considerably larger than each of the others, instruments were packaged for nine schools, consistent with the tripling of the number of questionnaires being provided this system.

Directions for the school system guidance supervisor were provided for all systems in which there was supervisory personnel. These directions explained sampling procedures and gave information relevant to returning completed questionnaires.

Directions to personnel in the individual schools were attached to the manilla envelopes containing the questionnaires. These directions provided specific steps to use in determining student samples. Directions stated that if at all possible someone other than the guidance counselor should administer the instruments in order to eliminate any possible anxiety on the part of the students or introduce any bias in data collection.

Questionnaires were mailed by overnight delivery to the one school system for which a site visit was not scheduled. Questionnaires were personally delivered to four school systems by the site visitors at those respective times. Because of the lateness in the school year of the final two site visits, questionnaires were delivered to those systems prior to the site visits so that data collection could be initiated as soon as feasible within the respective school systems. All data collection took place between mid-April and early June when schools closed.

Students in kindergarten, grades one and two were verbally administered a form of the questionnaire which included only the first ten questions. Complete directions were provided for the persons administering the K-2 form. The students responded by marking their answers on a separate answer sheet which did not require reading ability. Students in grades three and four answered questions one through 15 directly on their questionnaires as did students in grades five through eight who completed all 24 items.

Data Transformation and Analysis

While the number of questionnaires allocated to one of the school systems was three times that of each of the other six, it was thought that this was necessary to obtain a representative sample from that school system. If only total percentages of responses were reported with data from all systems combined in raw form, the resulting percentages would be weighted in favor of the largest system because of the larger number of questionnaires of all types allocated to that system.

In order to present the data in a manner that is representative of the Tennessee school systems that employ full-time elementary school guidance counselors, each system was given the same weight by using the overall percentage of responses for a system as the data for that system, then averaging across the system data (N=7) for each item to obtain the average percentage of responses for each item. Percentages giving the various responses for each item were calculated for each system independently. The total percentage for a system giving a particular response then became the score representing that system. The seven system percentages were averaged to produce the figures presented in this report.

Average percentages of positive responses to items are presented for the three groups of school systems according to the favorableness of conditions for counseling (A, B, and C; D and E; F and G) For purposes of additional analysis, comparisons were made between the schools with more favorable counseling conditions (A, B, and C) and those with less favorable conditions (D, E, F, and G) using Mann-Whitney statistical tests to determine if there were differences in responses to items which might indicate differential counselor activities and/or effectiveness depending on the conditions under which the counselor works.

A .05 probability level was used to indicate statistical significance, even though this seems liberal in view of the number of statistical tests conducted. Because of the small number of cases (three in the more favorable group and four in the less favorable group), if all percentages for all three of the more favorable systems were higher than those of all four of the less favorable systems, the probability level would be .029 (Gibbons, 1976, p. 410). If, however, only one of the four less favorable systems were ranked third while the more favorable system percentages were first, second, and fourth, a probability level of .057 would result. While accepting .029 as statistically significant might be questioned by statisticians, the fact that responses from all but one of the four systems with less favorable conditions are poorer than responses from all three systems with more favorable settings appears to have real or practical significance which should be brought to the attention of those reading this report. Therefore, items on which there were differences of near significance (.057) are reported as well as those on which significant differences (.029) were found using the .05 level of significance.

Even when achieving statistical significance or large percentages of supportive responses, it is difficult to state conclusively that elementary counselors have been responsible for any changes without carefully planned and controlled research, including control school systems (comparable systems without elementary counselors) and/or data collected prior to and after the introduction of elementary school counselors or counselor interventions.

References

Gibbons, J. D., 1976, *Nonparametric Methods for Quantitative Analysis.* New York: Holt, Rinehart and Winston.

Kitley, D. J., 1975, *The Vancouver Elementary Schools Area Counsellor Services and the Area Counsellor Training Program*. A Study Prepared for the Vancouver School Board. Research Report No. 75-03. *Resources in Education*, July, 1977. (ERIC Document Number 134883)

Miller, G. Dean, editor, 1973, *Additional Studies in Elementary School Guidance: Psychological Education Activities Evaluated.* Saint Paul: Minnesota Department of Education.

Smith, C. W., & Wilson, H. L., 1976, *The Development and Evaluation of Needs Appraisal Instruments for Determining Priorities for Guidance and Counseling Services for Elementary, Junior High, and Secondary Schools*. A Research Report. Baton Rouge: Louisiana State University, Department of Vocational Agricultural Education. (ERIC Document Number 147543.

Weinrach, S. G., 1976, Outcome Research: Implications for Counseling in the Elementary School. *Resources in Education,* August, (ERIC Document Number 134913)

Student Questionnaires

Questions 1-10 (addressed to all students)

Most of the students (94%) knew who their school counselors were and where the counselor's office was located (87%). (See Table 8.) It should be noted that over 20% of the students in grades 3-8 participating in the survey had attended their respective schools for one year or less, some undoubtedly transferring into the school during the school year.

A large percentage of the students (86%) indicated that the counselor talked to or taught their class. Of those who responded positively to this item, 83% reported that they had learned something new about themselves or their feelings when the counselor came to their class, showing not only a fairly high level of counselor involvement with the students but also a similarly high degree of impact arising from those efforts.

The counselor is seen by the students as a person who listens when students talk about themselves (88%) and cares about how students are getting along at school (85%). Since only 77% thought the counselor knew who they were, even some students were not sure that the counselor knew them perceived the counselor positively.

Almost all students (98%) signified that they had friends at school. A considerably smaller percentage reported liking school (73%), although more of them (85%) felt they did good work at school.

Questions 11-15 (addressed to grades 3-8 only)

While over three fourths of the students indicated that they could trust the counselor to keep a secret (76%) and would feel they could talk with the school counselor if they had a problem (75%), only 28%

Table 8

Responses to Student Questionnaire Items for All Students[a]

Question	Average Percentage Across Systems		
	Yes	No	Don't Know
1. Do you know who your school counselor is?	94	5	1
2. Do you know where your school counselor's office is located?	87	12	1
3. Has the counselor talked to your class or taught your class?	86	11	3
4. Have you learned anything new about yourself or your feelings when the counselor came to your class?	83[b]	12[b]	5[b]
5. Does the counselor know who you are?	77	9	14
6. Does the counselor listen when students talk about themselves?	88	4	8
7. Do you like school?	73	21	6
8. Do you have friends at school?	98	1	21
9. Do you feel you do good work at school?	85	7	8
10. Does the counselor care about how you are getting along at school?	85	3	12

Note. Percentages may not total 100% because of rounding.

[a] Grades K-8

[b] Percentage of those responding positively to question 4.

reported that they had tried to talk with their school counselor during the current school year about a concern or problem. (See Table 9.) Of those who did seek out the counselor, most (95%) interpreted the counselor's behavior and attitude as helpful, and a high percentage (90%) reported feeling better after talking with the counselor.

Questions 16-24 (addressed to grades 5-8 only)

The counselors were helpful to the largest percentage of students (56%) in helping them get along better with classmates. (See Table 10.) This represents over half of all the students in grades 5-8 in the seven systems served by full-time elementary counselors. Over half of the students (54%) also indicated that the counselors helped them feel proud of what they could do. Over one fourth of the students in grades 5-8 responded positively to each of the nine items listed.

A separate analysis was conducted to determine what percentage of students checked at least one of the items from 16 through 24. An average across systems of 80% of the students indicated that the counselor had been helpful to them in one or more of the areas listed, and in one system every student completing a questionnaire containing these items (grades 5-8) checked two or more areas.

Differences

Mann-Whitney statistical tests comparing the average percentage of positive responses (Yes) from students in more favorable settings (systems A, B, C) with those in which the counselors had larger student loads (systems D, E, F, G) produced significant differences on two of the first 15 items and on one of the items from 16 through 24. (See Figures 4, 5, and 6) Near significance ($p = .057$) was reached on three additional items from among the first 15 and one from items 16 through

Table 9

Responses to Student Questionnaire Items Directed to Grades 3-8 Only

Question	Average Percentage Across Systems		
	Yes	No	Don't Know
11. Could you trust the counselor to keep a secret?	76	6	17
12. If you had a problem, would you feel you could talk about it with your school counselor?	75	9	15
13. Have you tried to talk with your school counselor this year about a concern or problem?	28	70	2
14. Did the counselor try to help you when you needed help?	95[a]	2[a]	3[a]
15. Did you feel better after talking with the counselor?	90[a]	5[a]	5[a]

Note. Percentages may not equal 100% because of rounding.

[a] Percentage of students responding positively to question 13.

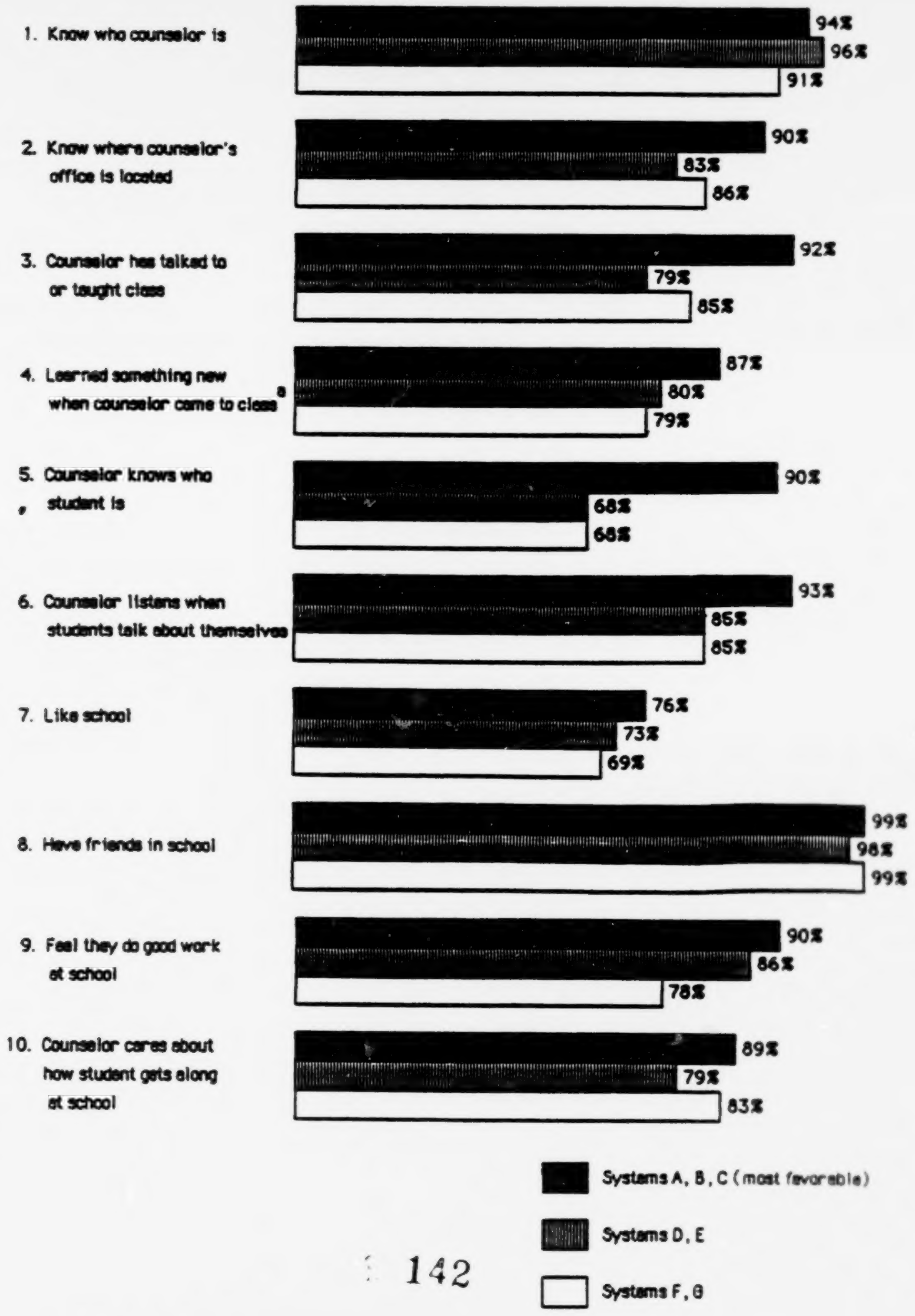
Table 10

Responses to Student Questionnaire Items Directed to Grades 5-8 Only

Question	%
Has your school counselor helped you in any of the ways listed below? (Check any of them which would be true for you.)	
16. Get along better with teachers	36
17. Get along better with classmates	56
18. Get along better at home	38
19. Get better grades	37
20. Understand why I behave like I do	37
21. Learn about jobs	29
22. Plan for next year	41
23. Feel proud of what I can do	54
24. Get help from outside of the school	28
Total number of items (16-24) checked by students	
0	21
1	11
2	9
3	12
4	11
5	10
6	8
7	7
8	5
9	7

Figure 4

Comparison of Student Responses to Items Addressed to All Students by Groups of Systems

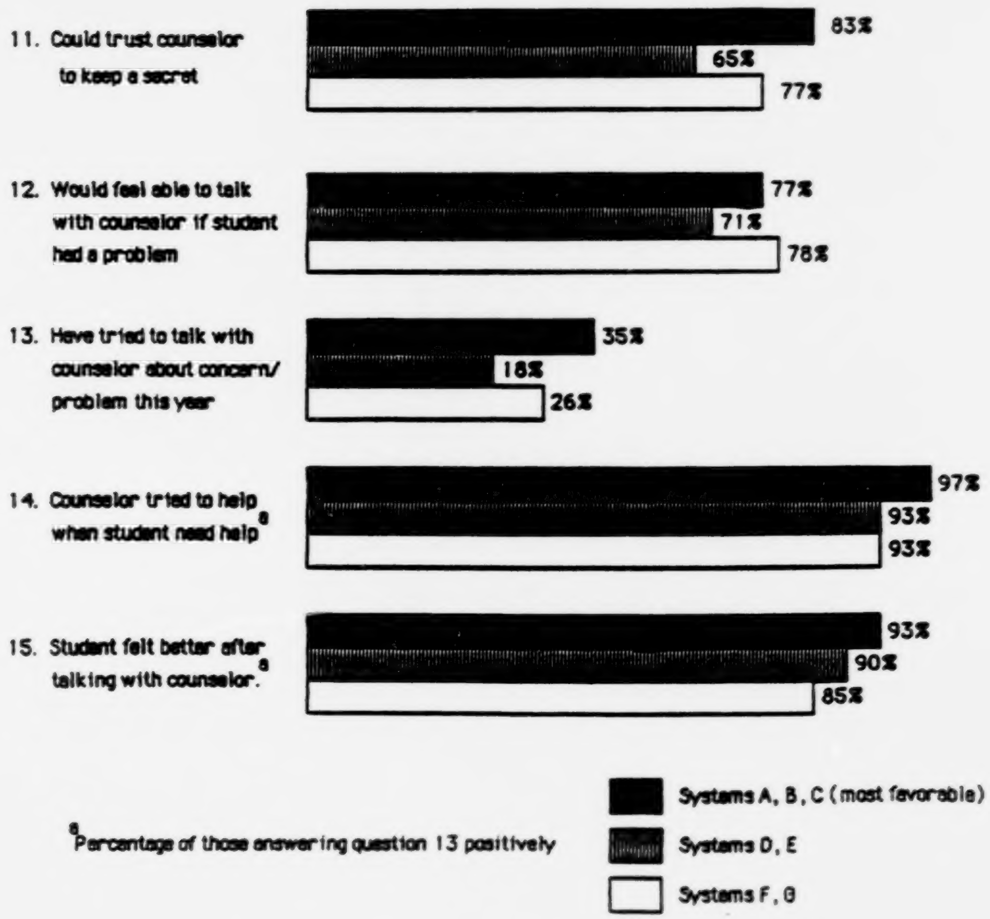


---

[a] Percentage of students answering preceding question positively

Figure 5

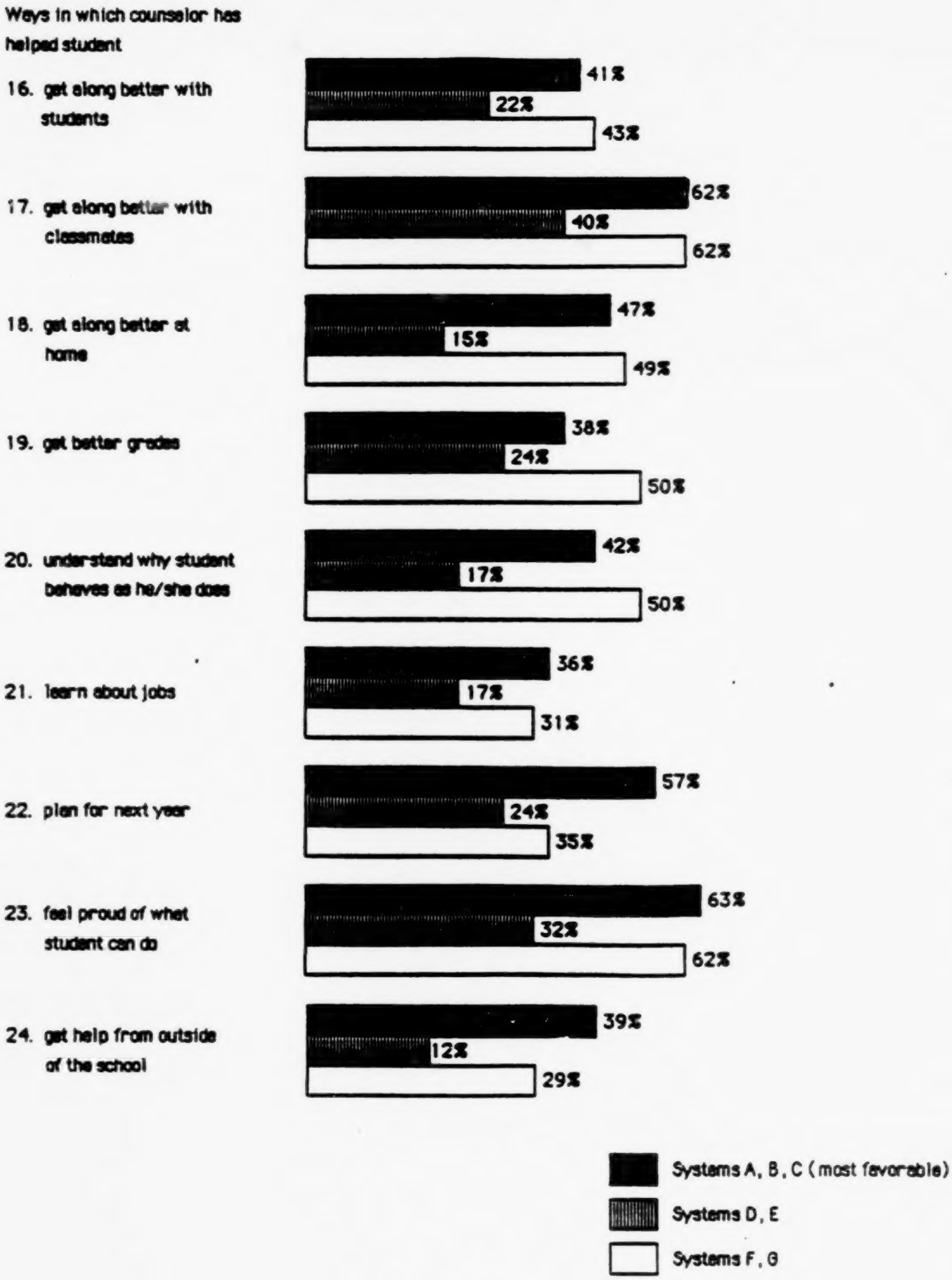
Comparison of Student Responses to Items Addressed to Students in Grades 3-8 by Groups of Systems



[a] Percentage of those answering question 13 positively

Figure 6

Comparison of Student Responses to Items Addressed to Students in Grades 5-8 Only by Groups of Systems



24. For all items, the differences between groups is a reflection of higher percentages of Yes responses by students in more favorable settings. Those items for which significant and near significant differences were found on the student questionnaire are as follows:

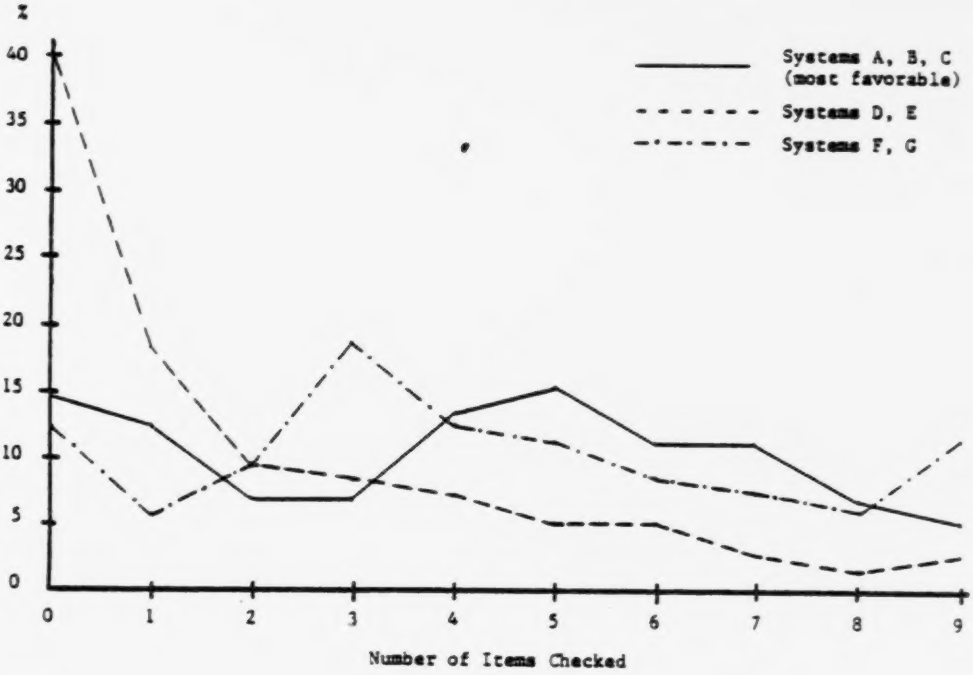
14. Did the counselor try to help you when you needed help? (Percentage of those responding positively to question 13) $p=.029$
15. Did you feel better after talking with the counselor? (Percentage of those responding positively to question 13) $p=.029$
22. Has the school counselor helped you plan for next year? $p=.029$

5. Does the counselor know who you are? $p=.057$
9. Do you feel you do good work at school? $p=.057$
13. Have you tried to talk with your school counselor this year about a concern or problem? $p=.057$
24. Has the school counselor helped you get help from outside of the school? $p=.057$

While differences between groups from systems with more and less favorable working conditions for counselors were not significant on many of the student questions, there were some items in which the conditions do appear to make a difference. With larger numbers of students (and in some cases the counselor being in the building only part of the time), it is understandable that students are less likely to feel the counselor knows who they are and that they could trust the counselor with a secret, have tried to talk with the counselor about a problem or concern, and felt the counselor was helpful when they needed help. If the counselor is in another building when a problem arises and the student is aware of the counselor's schedule, the student will realize that seeking help from the counselor in that instance is not a viable option. Consequently, if the counselor is not available for the student to express the concern, the counselor is not in a position to be of help to the student.

Differences between groups of systems are also apparent in the average number of ways in which students in grades 5-8 have been helped by the counselor. (See Figure 7.) Counselors in systems D and E serve students up to and including grade eight. In at least one of those systems, the counselor indicated during the site visit that emphasis was placed on developmental guidance activities in lower grades, although not to the exclusion of individual counseling.

Figure 7
Number of Items (16-24) Checked by Students bv Groups of Systems



Individual System Differences

When items 16 to 24 were ranked for each system according to the percentage of students marking them, some similarities and differences are apparent. (See Table 11.) Helping students get along better with classmates (question 17) and feel proud of what I can do (question 23) are among the three top items for each of the school systems. These, evidently, are two of three ways in which elementary counselors across the state were providing help to the largest numbers of their students in grades 5-8.

Helping plan for next year was among the top four rankings for all systems except F and G, the two in which counselors served the largest populations and multiple schools. Common to those two systems (and system A) among the top four ranks was helping students get along better at home (question 18).

Table 11

Rank Order of Ways in Which Students Have Been Helped by Counselor By School System

Ways in Which Helped	System						
	A	B	C	D	E	F	G
16. Get along better with teachers	9	3	6	4	4	5	7
17. Get along better with classmates	1	1[a]	3	1	1	1	3
18. Get along better at home	2	5	8	8	9	4	4
19. Get better grades	8	8	4[a]	3	5	6	2
20. Understand why I behave like I do	6[b]	6	4[a]	6	7[a]	3	6
21. Learn about jobs	5	9	9	7	6	9	5
22. Plan for next year	3[a]	4	1	5	3	7	8
23. Feel proud of what I can do	3[a]	1[a]	2	2	2	2	1
24. Get help from outside of the school	6[b]	7	7	9	7[a]	8	9

[a] Tie in ranks.

[b] Tie in ranks.

Systems B and E had the same four areas in the top four rankings although the order in which they were ranked differed. Systems C and D shared the same four top areas (not the same as B and E) but in differing orders. The combinations listed for the top four areas for systems A, F, and G were unique, emphasizing even more the situational variations probably influenced most by local needs and priorities which is neither inappropriate nor unexpected.

Summary

While data from the student questionnaires do not provide solid documented evidence of counselor activities or effectiveness, it does appear that counselors have a high level of involvement with the students and that most students perceive the counselor positively, see the counselor as a person to whom they can turn when they need help, and are generally helped when they do seek assistance from the counselor. The counselors are providing assistance to students in areas of: adjustment outside of school as well as within the school environment, development of a positive self concept, self awareness and understanding, career awareness, program planning, improved academic performance, and coordination with resources outside of the school.

There are some significant and near significant differences between systems with more and less favorable conditions for elementary counselors, with higher percentages of students generally being served by counselors with lower counselor-student ratios. There are variations among the individual systems in the areas in which the counselor has been helpful to the largest numbers of students in grades 5-8 which reflect local needs.

Parent Questionnaires

All Parents

Over two thirds (72%) of the parents surveyed knew who their children's respective school counselors were, but a smaller percentage (62%) knew where to find the counselor's office. (See Table 12.) While only a small group of parents (5%) indicated that they thought the counselor did not work with all children in the school, there were more parents who did not know the scope of the counselor's responsibilities (48%) than those who replied that the counselor did work with all students (47%).

Only a little over one third (35%) of the parents had talked with the school counselor about their child, but most of the parents surveyed(90%) responded that they would feel free to contact the counselor if there were a concern about the child. An equally high number of parents (90%) indicated that they would encourage the child to talk to the school counselor if the child had a special problem about school or school-related activities.

There was some inconsistency in parents' responses to questions six and seven. Only 26% of the parents reported that the school counselor conducted groups for parents on question six, yet 55% of the parents provided answers of Yes or No to question seven which asked whether or not they had participated in any of the parent meetings. Selecting only those who had replied that group meetings for parents were conducted by the school counselor, approximately the same percentage (56%) indicated they had attended one or more such meetings.

Considering that three or more different elementary schools were surveyed in five of the school systems and that programs in all schools

Table 12

Responses to Parent Questionnaire Items

Question	Mean Percentage Across Systems		
	Yes	No	Don't Know
1. Do you know who your child's school counselor is?	73	21	7
2. Do you know where your school counselor's office is located?	62	32	6
3. Does the counselor work with all children in the school?	47	5	48
4. Have you talked with the school counselor about your child?	35	63	2
5. If you had a concern about your child, would you feel free to contact the school counselor?	90	4	6
6. Does your school counselor have groups for parents to discuss test scores, child-rearing concerns or problems?	26	10	64
7. If you answered "yes" to question 6, have you attended any of the parent meetings conducted by the school counselor?	56 56[a]	43 43[a]	2 1[a]
8. If your child had a special problem or concern about school or school-related activities, would you encourage your child to talk to the school counselor?	90	3	6
9. Has the counselor been helpful to you?	53	33	14
10. Do you feel that the counselor has been helpful to your child?	61	13	26
11. Do you feel there is a need for a counselor in the elementary school?	91	3	6

Note. Percentages may not total 100% because of rounding.

[a] Percentage of respondents who answered "yes" to question 6.

in the system are not necessarily the same, it is not surprising that not all parents knew if group meetings had been conducted for parents. In addition, parent meetings are frequently directed toward a target population: parents of the gifted (system D) parents of latchkey children in grades 5 and 6 (system C), and information about the meetings is sent only to selected groups of parents.

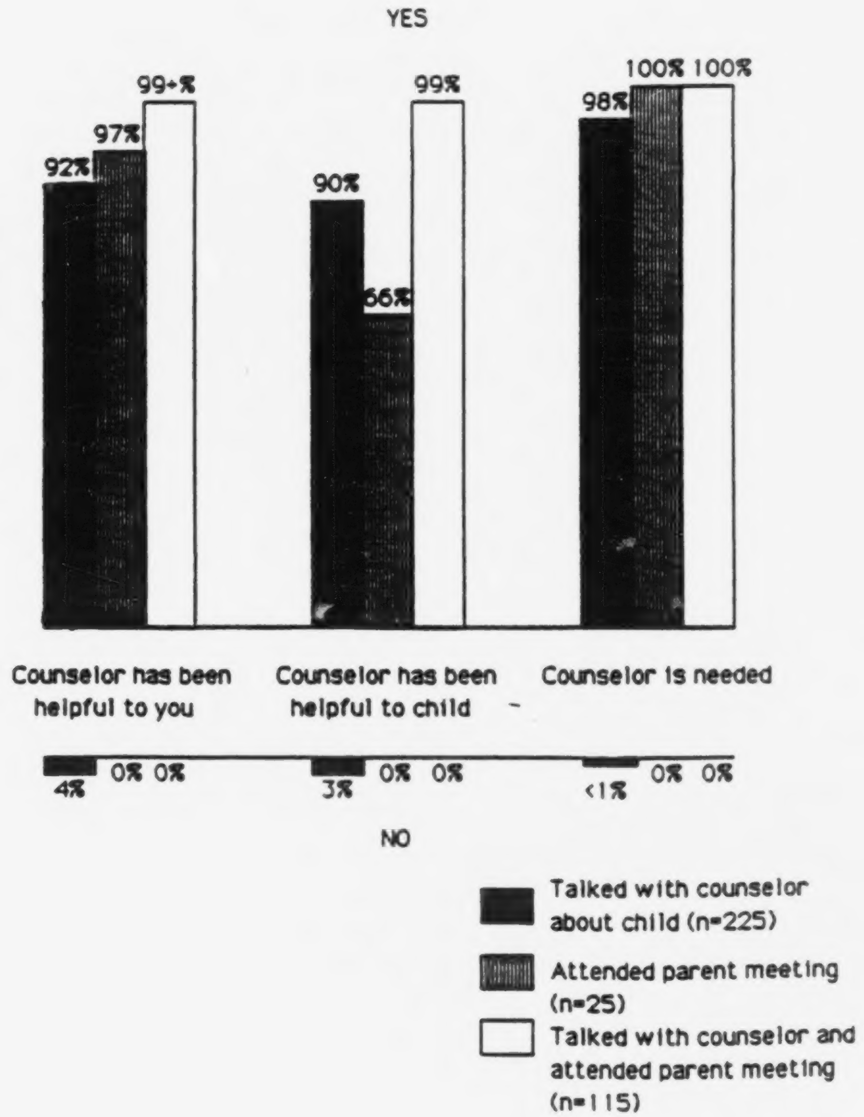
In spite of the fact that responses from parents of all school systems indicated that the counselor had not been helpful to them personally (33%) or to their children (13%), most of the parents (91%) felt there was a need for a counselor in the elementary school. Just 2% replied that they did not feel a counselor was needed at this level.

Parents Who Have Had Contact With the Counselor

When considering only those parents who had talked with the counselor regarding their child and/or attended a parent meeting, the helpfulness of the counselor was reported in no uncertain terms. (See Figure 8.) Over 90% who came in contact with the counselor either individually, as part of a parent meeting, or through both activities felt the counselor had helped them, and 98% or more recognized the need for elementary counselors. Parents who attended parent meeting(s) but did not speak with the counselor about the child were the least likely to feel that the counselor had been helpful to the child, but their response was predominantly that of "Don't Know" (34%), not "No" (0%). Having talked with the counselor about the child generally was accompanied by the feeling that the counselor was helpful to the child (90%), and when the parent also participated in parent meeting(s) almost all of the parents (99%) felt the child was helped by the counselor.

Figure 8

Attitude of Parents Who Have Had Contact with the Counselor



Comparison of Groups of Systems

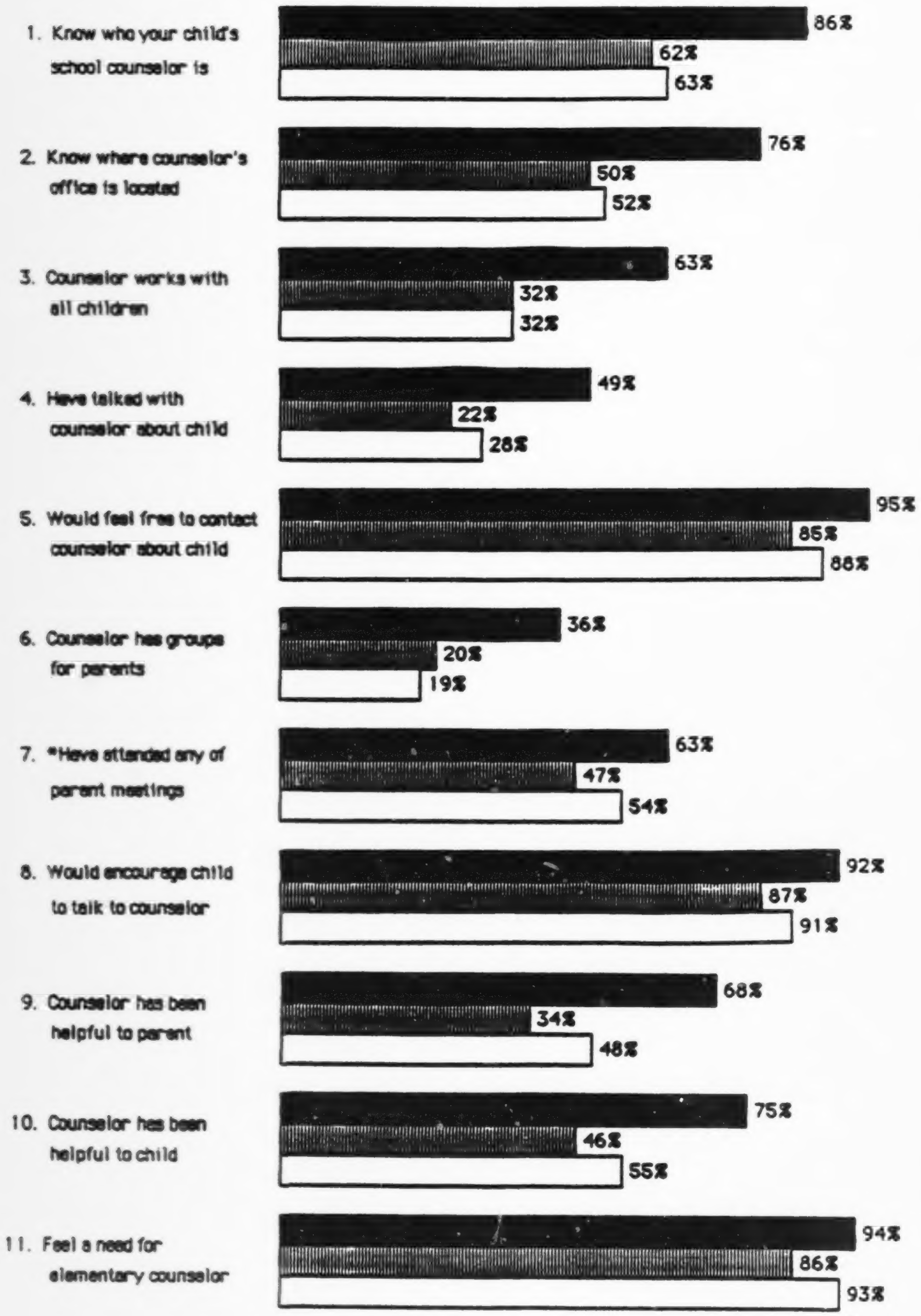
Comparison of positive (Yes) item responses using Mann-Whitney statistical tests of the three systems with more favorable conditions (A, B, and C) with the four systems with less favorable conditions (D, E, F, and G) under which the counselors functioned showed significant differences on six items and a marginally significant difference on one additional item. In all cases, the differences were in favor of the counselors in systems who had the more favorable conditions (single school responsibility and lower counselor-student ratio). (See Figure 9.) Those items on which significant differences were found and the probability levels are as follows:

1. Do you know who your child's school counselor is?	p=.029
2. Do you know where your school counselor's office is located?	p=.029
4. Have you talked with the school counselor about your child?	p=.029
5. If you had a concern about your child, would you feel free to contact the school counselor?	p=.029
9. Has the school counselor been helpful to you?	p=.029
10. Do you feel that the counselor has been helpful to your child?	p=.029

The one item on which near significance was reached is the item which was deleted from the questionnaire at the request of personnel in one system. Data from only six systems were available in response to question three (Does the counselor work with all children in the school?), and the responses from the three systems with the more favorable conditions had higher percentages of positive responses than the three systems with less favorable conditions. Due to the small number (n=6), the maximum probability level which can be achieved, and which was achieved in this particular case, of p=.050 is not generally recognized as having statistical importance. There is practical significance, however. The three systems with more favorable conditions were perceived by higher percentages of parents as working with all children than were counselors in systems where less favorable conditions existed. A question which arises is whether the counselors in less favorable conditions do, in fact, serve all students but are not viewed

Figure 9

Mean Percentage of Affirmative (Yes) Responses to Parent Questionnaire Items by Groups of Systems



*Percentage of those answering question 6 affirmatively

■ Systems A, B, C

▨ Systems D, E

☐ Systems F, G

in that light because of lack of communication with parents, or have those counselors been forced by the magnitude of students for which they are responsible to limit the number of students they can serve?

Summary

Whether or not parents have had personal contact with the school counselor, most of them felt there was a need for the counselor. Parents who have had contact with the counselor, either talking with the counselor about their particular child or attending a parent session conducted by the counselor (or both), were very positive toward the counselor, reporting that the counselor was helpful to them and the child, and were almost unanimous in recognizing the need for the elementary school counselor.

Counselors with smaller counselor-student ratios and serving only one school on a full-time basis were better known to the parents, were more likely to have had an opportunity to talk with them on an individual basis and were seen as helpful by larger percentages of parents. Part of this is logical, considering the amount of time available to the counselor for parent contacts. If counselors serving smaller numbers of students, and consequently parents, have the same number of individual parent contacts as those serving larger numbers of students, they would automatically have a higher percentage of contacts. In terms of greater effectiveness or parental feelings of counselor helpfulness, counselors with smaller numbers of students were more likely to be more familiar with each child and that child's problems and needs when contacted by a parent than were counselors with two or three times the number of students who may at times not be available when

School Staff Questionnaires

Types of Interactions

There were variations in the ways counselors had worked with some or all of the staff member's students, but most staff members (84%) reported that the counselor had worked with individual students. (See Table 13.) A smaller percentage (72%) indicated the counselor had worked with the whole class, while students of less than half of the teachers (43%) had been seen in small counseling groups. There were also noticeable differences in the average numbers of times the counselor talked to the class during the year. Some counselors visited classes every week; others were in the classroom regularly for only part of the year, and still others conducted classroom activities only a few times during the year.

In addition to working directly with students, the counselors also provided services to staff members through consultation. Problem cases, behavior problems, referral cases, and parent conferences were the bases for consultation for the largest percentages of staff members, with over half of the staff members indicating they had consulted with the counselor in each of those four areas. Choosing counseling groups (9%), classroom grouping (16%), and classroom environment (22%) were areas upon which consultation was focused least frequently.

When asked to indicate the types of students with whom the counselor provided assistance to the staff, the largest percentages of staff members cited discipline problems and referral cases, which were the major causes for consultation noted in the preceding item. Another type of student with whom counselors provided assistance to a large percentage of the staff members was withdrawn or insecure students

Table 13

Specific Types of Counselor Activities

Activity	%
1. Ways in which counselor worked with some or all of staff member's students:	
Individual cases	84
One or more small groups in counseling	43
The whole class[a]	72
No one	2
2. Areas in which counselor worked in consultation with staff member:	
Parent conferences	62
Problem cases	83
Choosing counseling groups	9
Grouping (classroom)	16
Behavior problems	76
Classroom environment	22
Referral cases	71
Other	11
3. Types of students with whom counselor provided assistance to staff members:	
Discipline problems	69
Withdrawn or insecure students	60
Gifted students	36
Intellectually below average students	49
Under achievers	48
Referral cases	68

Note. Percentages do not total 100% because respondents were to check all applicable responses.

[a] Number of times counselor demonstrated developmental guidance units in the classroom:

0 times	15%
1- 7 times	38%
8-18 times	19%
19-34 times	13%
36 or more times	14%

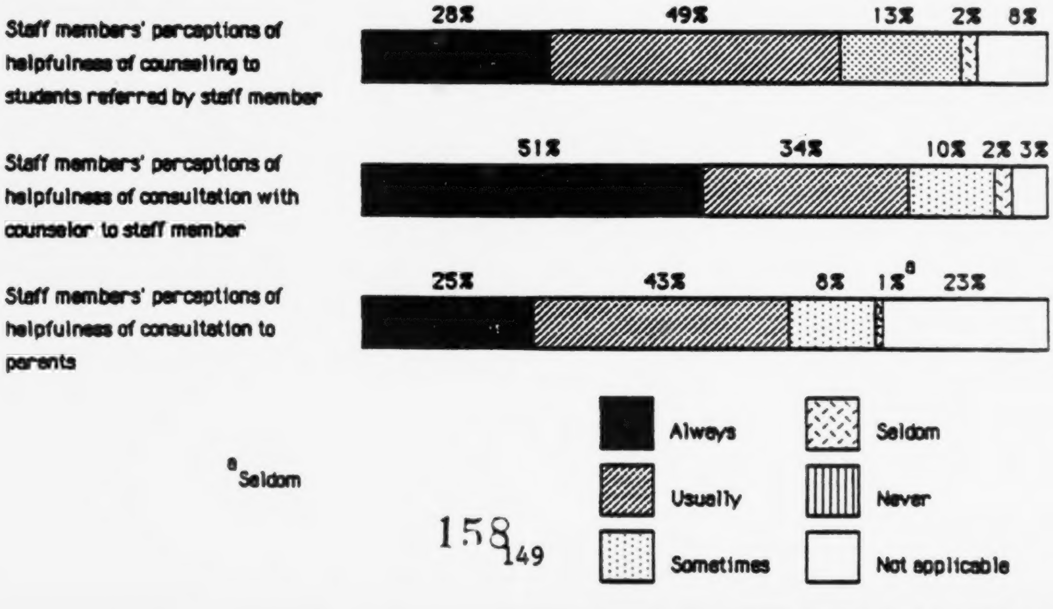
(60%). Counselors also provided assistance to over one third of the staff members for the remaining three types of students: intellectually below-average students (49%), under achievers (48%), and gifted students (36%).

Helpfulness

Working with students and providing assistance to staff members, in and of themselves, do not insure that the counselor's activities will be helpful. In rating the helpfulness of staff consultation, student counseling, and parent consultation, staff members perceived consultation with staff members as the most helpful of the three types of counselor activities, with 85% rating consultation as usually or always helpful. (See Figure 10.) Very positive ratings were also given student counseling (77% usually or always helpful). While a somewhat smaller percentage (68%) accorded parent consultation similar positive ratings, the percentage of sometimes and seldom ratings (9%) is also smaller than for either of the other two items. Staff members were less

Figure 10

Helpfulness of Counseling/Consultation



[a] Seldom

likely to have referred parents for consultation or, if they did refer them, to receive feedback regarding the helpfulness of the consultation (23% not applicable). The counselor was seen as seldom helpful when counseling referred students, consulting with staff members and parents by only 2% or less of the staff members.

Effectiveness

In a further attempt to gauge counselor impact, staff members were asked if there was evidence of effectiveness of the school counselor in several areas commonly associated with the role of the elementary counselor and, in particular, areas addressed in the current legislation, While this is not concrete evidence, it does indicate that the teachers, principals, and other school personnel perceive the counselors as being effective. Over two thirds of the staff members perceived evidence of counselor effectiveness in improved relations between students (70%), better attitude on the part of students (69%), and more positive student self concept (69%). (See Table 14.)

Although the percentage reporting evidence of effectiveness in reducing discipline/behavior problems (54%), ranked fourth, is lower than the 83% of problem cases and 76% of behavior problems for which the counselor provided consultation and the 69% discipline problems for which the counselor provided assistance, the greater specificity of effectiveness items does not necessarily indicate that the counselors were not effective in 15% to 29% of the cases. It could be that improved relations between students and teachers (50%) or other areas of effectiveness were effected and reported in resolving the discipline/behavior problems. Only 52% reported the counselor as being effective in improving relations between parents and the school, although 68% reported consultation as being usually or always helpful to

Table 14

Evidence of Counselor Effectiveness Perceived by School Staff Members

Rank	Area	%
1	Improved relations between students	70
2	Better attitude on the part of students	69
3	More positive student self concept	69
4	Reduction in discipline/behavior problems	54
5	Improved relations between parents and the school	52
6	Improved relations between students and teachers	50
7	Facilitation of the identification and placement of children with handicapping conditions	48
8	Early identification of and provision of treatment for learning problems	47
9	Better coordination (and greater use when appropriate) of resources outside of school	39
10	Improved relations between school and community	38
11	Alcohol/drug awareness	32
12	Improved attendance	27
13	Improved relations between your school and the one your students attend after completion of all grades in your building	17
14	Reduction in truancy	16
15	Improved performance on standardized tests	10
16	Reduction in suspensions	10
17	Reduction in numbers of retentions	8
18	Reduction in drop-out rate	7

Note. Percentages do not total 100% because respondents were to check all applicable responses.

parents as shown in Figure 10. Again these figures are not necessarily inconsistent. Some of the parents to whom consultation was helpful probably were supportive of the school and its activities prior to counselor contact.

Counselors were also perceived as being effective by a considerable percentage of staff members (39%-48%) in areas related to identification, placement, and coordination of resources for students with handicapping conditions and/or learning problems. The level of counselor involvement in such activities as M-teams varies considerably.

The elementary counselors were perceived by only small percentages of staff members as being effective in improving standardized test performance (10%) and reducing the numbers of retentions (8%), reducing truancy (16%), suspensions (10%), and dropouts (7%). These low percentages do not indicate that counselors have focused on these areas and been ineffective. It appears from the rankings in Table 14 that either the counselors' priorities have been developed in more positive directions such as improving student adjustment, attitudes and self concepts, or that they are simply much more effective in accomplishing these types of objectives. It is possible that these are areas which are not seen as priorities for the counselors in their programs. In only two of the seven school systems examined do the schools uniformly contain through grade eight. In most of the systems, grade five or six is the upper limit, and truancy, suspensions, and dropouts may not be considered major problems at those grade levels.

Dissatisfaction with Counseling Services

Only three reasons for dissatisfaction with counseling services were checked by sufficiently large percentages of staff members to consider them as global factors inhibiting counselor performance, and all three of them reflect the need for reasonable counselor-student ratios rather than inadequacies in counselor performance. (See Table 15.) The reason checked by the highest percentage of staff members to whom the item was applicable was that the counselor was not in the building when needed due to serving other schools. This was checked by an average of 50% of the staff members in the two systems in which counselors are assigned to more than one school. The other two reasons checked most often were high pupil/counselor ratio (22%) and

Table 15

Reasons for Staff Members' Dissatisfaction with Counseling Services in the School

Rank	Reason	%
1[a]	Counselor not in building when needed (serves other schools)	50
2	High pupil/counselor ratio	22
3	Insufficient counselor time available because of scheduled activities	20
4	One or more responsibilities accepted by the counselor would be more appropriately assumed by other school personnel	4
5	Lack of counselor assistance	4
6	Difficulty in securing parent cooperation	4
7	Lack of support for the counselor	3
8	Responsibilities undertaken by other personnel would be more appropriately assumed by the counselor	2
9	Lack of resources within the school	1
10	Lack of community resources	1
11	Other	6

Note. Percentages do not total 100% because respondents were to check all applicable responses.

[a] Applicable only to systems F and G; percentage represents percentage of respondents in those two systems only.

insufficient counselor time available because of scheduled activities (20%).

Scope and Overall Effect of Counseling Program

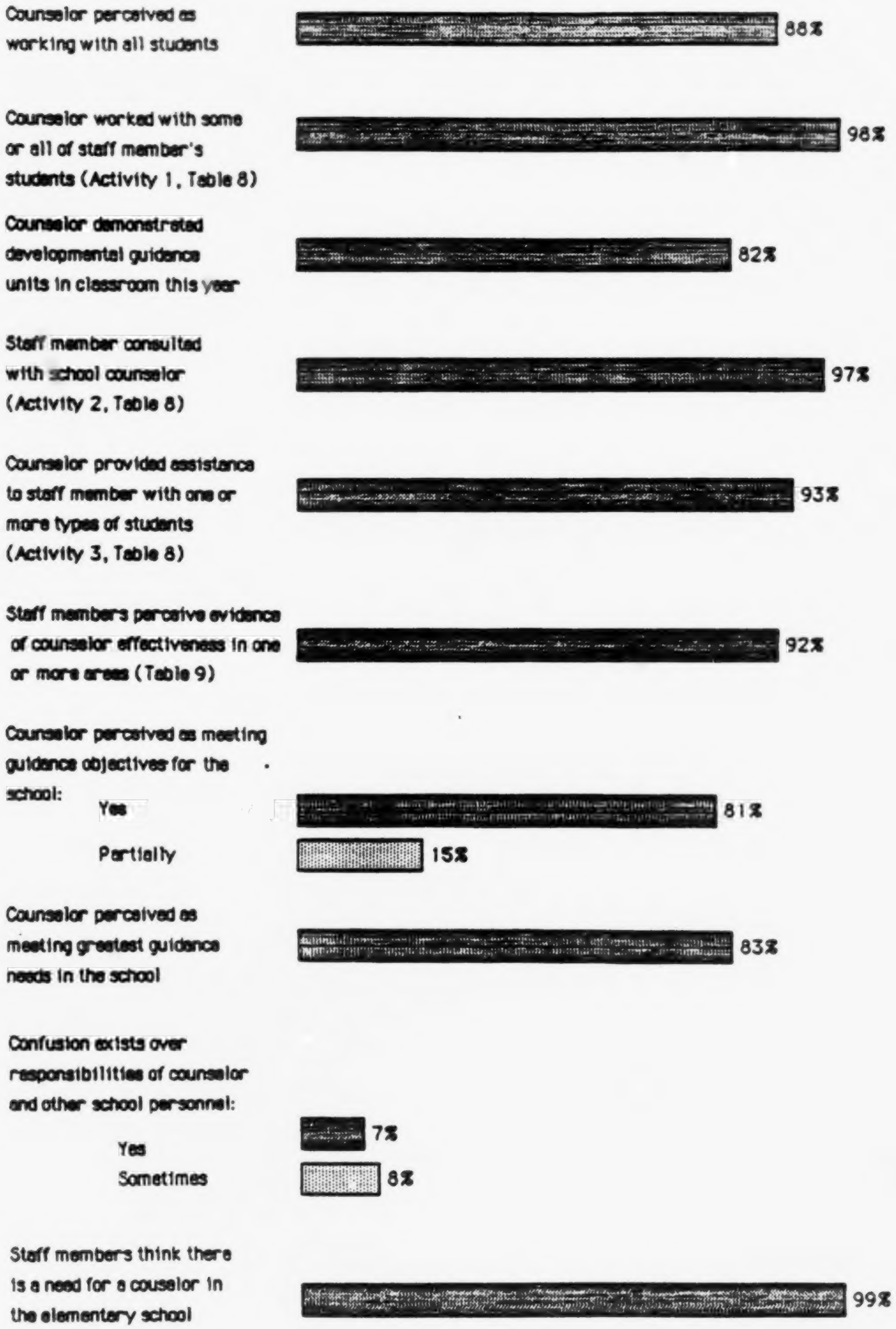
School staff members were generally in agreement in their perception that the counselor worked with all children in the school (88%), rather than with only a specific group. (See Figure 11.) Individual variation in counselor role due to local circumstances and expectations can be noted. While 90% or more of the staff members of five systems perceived their counselors as working with all children, only 68% of one system shared this perception. That system is one of the ones in which counselors serve large numbers of students and, usually, three schools each.

One technique used when working with all students is to work with classroom groups or assist teachers by demonstrating developmental guidance units with their classes. An average across the seven systems of 82% of the staff members reported that the counselor demonstrated developmental guidance units in their respective classrooms during the current year. This is only slightly less than the 88% reporting that counselors work with all children in the previous item. A similar pattern can also be noted in that the percentage for one system in which counselors serve large numbers of students was 48%.

Considering the counselor activities in Table 13, only 2% of the staff members indicated that the counselor did not work with any of their students. Altogether, 97% of the staff members had worked in consultation with the counselor in one or more of the areas listed, 93% had been provided assistance by the counselor with one or more of the six types of students listed. It appears that most, if not all, staff

Figure 11

Scope and Impact of Guidance Program



members had come in contact with the counselor in some way. Based on their perceptions, 92% of the staff members perceived there to be evidence of counselor effectiveness in one or more of the areas listed in Table 14.

The counselors were not perceived as being totally effective in meeting the guidance objectives for their schools, as 81% thought they were meeting the objectives and another 15% thought they were partially meeting the objectives. A similar percentage (83%) perceived the counselor as meeting the greatest guidance needs in the school.

Answers to the questions regarding meeting guidance objectives and meeting greatest guidance needs were undoubtedly influenced to some extent by preceding questions, particularly question 11 which listed several possible reasons for dissatisfaction with the counseling services. This was evident in the answers written in by staff members to explain their responses of "no" or "partially" when asked if they felt the counselor met the guidance objectives for the school (question 14) and if they felt the counselor met the greatest guidance needs in the school (question 15). The high student-counselor ratio, lack of time, and the counselor's not being in the building on a full-time basis were cited repeatedly in clarifying responses to both questions.

Confusion over the responsibilities of the counselor and responsibilities of other school personnel was noted by only 7% of the staff members, although an additional 8% indicated that this was sometimes a problem. There was little consistency in explanations given nor were they representative of only one or two systems, thus it appears that the confusion is more a matter pertaining to the individual staff member than to the school or system. The counseling programs which were being studied had been in existence for a minimum of one full school year prior to 1984-85, so there had been time for many areas of possible confusion to arise and be resolved prior to the collection of this data.

Need for Elementary Counselors

Even though the counselors were not unanimously viewed as achieving the guidance objectives for the school or meeting the greatest guidance needs in the school, there was very little disagreement with the need for a counselor in the elementary school with 99% replying in the affirmative. For five school systems, there was total agreement. It should be especially noted that in both systems in which counselors have the greatest responsibilities and may have seemed less effective based on responses to some other items in this instrument, staff members were unanimous (100%) in their support of the need for the elementary counselor.

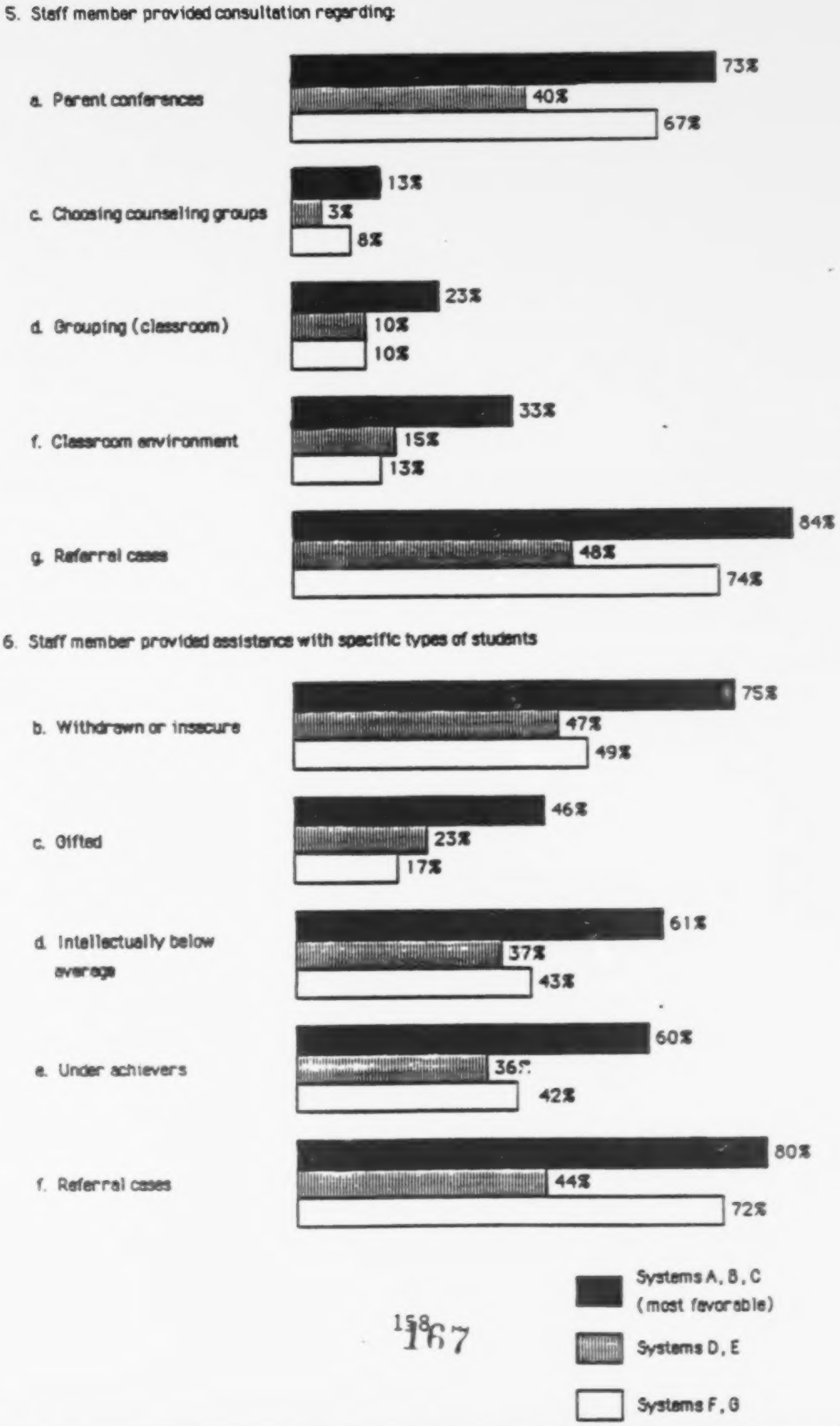
Comments of staff members were, in some cases, testimonials to the counselor. (See Appendix H.) In one system in which the elementary counselors were to be reassigned in fall of 1985, the staff members used this questionnaire to express their commitment to elementary counselors in general and their specific counselors in particular.

Comparison of Groups of Systems

Overall percentages indicate that most of the staff members have worked in consultation with the school counselor and that the school counselor provided assistance to them. Mann-Whitney comparisons on individual items from questions five and six of the counselors with more favorable conditions (A, B, C) with those functioning in less facilitative conditions (D, E, F, G) resulted in statistically significant differences on almost all of the items: (See Figure 12.)

Figure 12

Comparison of System Group Means on Items on Which Responses by Staff Members Differ Significantly



5. With regard to which of the following have you worked in consultation with your school counselor: (Check all which apply)

a. Parent conferences	p=.057
c. Choosing counseling groups	p=.057
d. Grouping (classroom)	p=.029
f. Classroom environment	p=.029
g. Referral cases	p=.029

6. With which of the types of students has the counselor provided assistance to you:

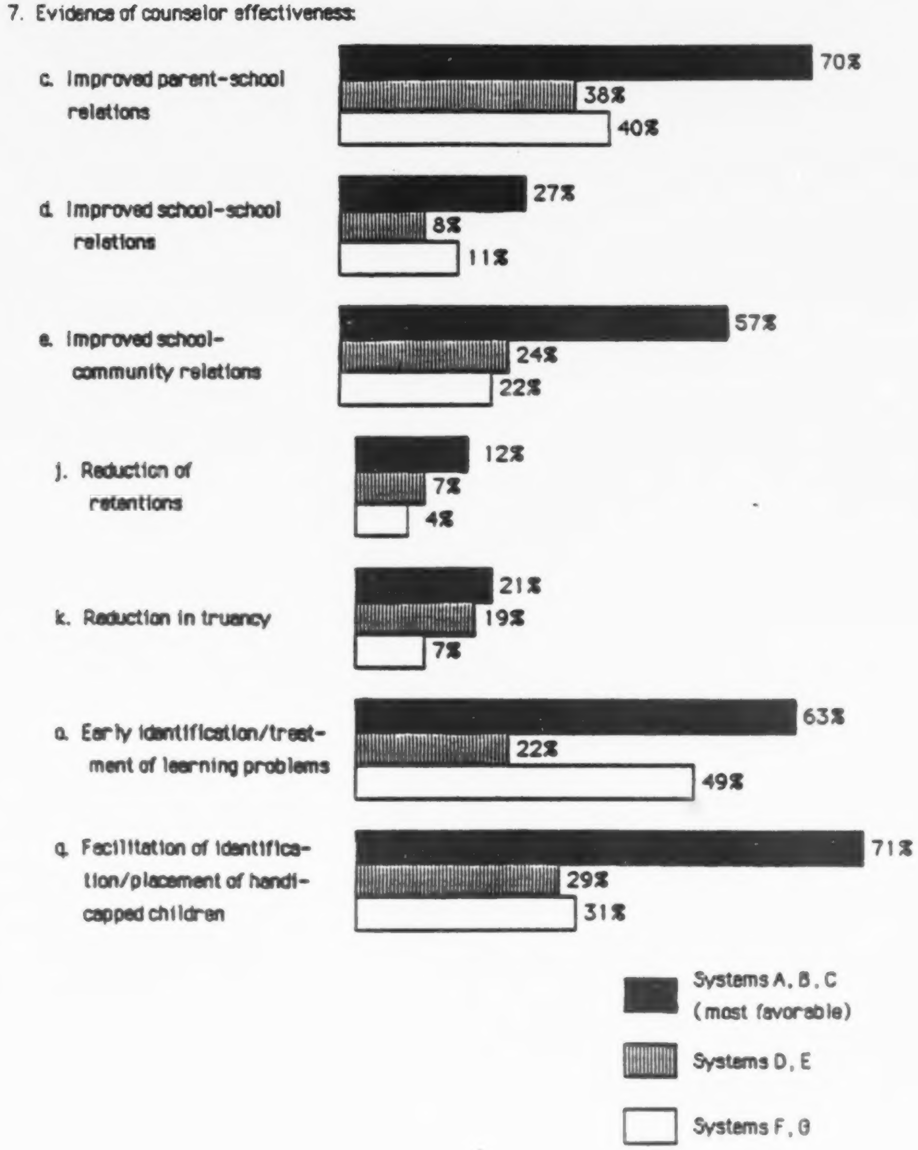
b. Withdrawn or insecure students	p=.029
c. Gifted students	p=.057
d. Intellectually below average students	p=.029
e. Under achievers	p=.057
f. Referral cases	p=.029

The differences in all cases reflect higher percentages for systems with the most favorable conditions (A, B, C). There are some items, however, on which the percentages from the systems with least favorable conditions (F, and G) are higher than from systems with a single school but 750 to 1000 students (D, and E). Parent conferences and referral cases are two areas in which it appears that local priorities differ between these two groups, with expectations that counselors with multi-school responsibilities place priority on these two areas.

There were also statistically significant differences between the two groups of systems (again using the Mann Whitney tests) on the following items, with counselors in more favorable settings being seen as effective by larger percentages of their peers than those in less favorable settings: (See Figure 13.)

c. Improved relations between parents and the school	p=.029
d. Improved relations between your school and the one your students attend after completion of all grades in your building	p=.057
e. Relations between school and community	p=.029
j. Reduction in numbers of retentions	p=.057
k. Reduction in truancy	p=.057
o. Early identification of and provision of treatment for learning problems	p=.029
q. Facilitation of the identification and placement of children with handicapping conditions	p=.029

Figure 13
Perceived Effectiveness Areas on Which Responses of Staff Members Differ Significantly



Summary

Counselors with fewer students who are in a single school full time were consulted and provided assistance to larger percentages of staff members and students than were counselors with more students who may serve more than one school. The effect of counselor-student ratio and number of schools served cannot be overemphasized in interpreting these findings. If counselors in two systems spent the same amount of time performing the same tasks, counseled the same number of students, conducted the same number of classroom guidance activities, percentages of students (and faculty) served would be much lower for a counselor responsible for 1500 students than for a counselor serving 500 students. In order to compensate and make the most effective use of their available time, counselors often focus on different activities in order to meet the greatest needs of the students they serve.

Counselors are reported by most staff members as having worked with some or all of their students, providing consultation and assistance to them. Their services are generally perceived as being helpful to students, parents, and staff members, with staff members reporting evidence of effectiveness in several areas. The major obstacles which keep counselors from meeting their guidance objectives and the greatest guidance needs in their schools are serving more than one school, large counselor-student ratios, and lack of time. In spite of any small confusion over counselor role and lack of effectiveness, staff members are almost totally supportive of the need for a counselor in the elementary school.

Relationship of Project Results to Task Four

Task 4A: The number and location, by system and school, of elementary guidance programs throughout the state employing full time counselors in Tennessee

Task 4A, an analysis of elementary guidance programs employing full time counselors in Tennessee, has been addressed in this section of the report. It was determined by the spring telephone survey that in the 1984-85 school year there were eight school systems in Tennessee employing one or more full-time elementary school counselors to serve the general population of elementary school students. The schools to which they were assigned have been identified and listed. In addition, school systems adding elementary counselors for the 1985-86 school year were identified through a mail survey and are listed.

Task 4B: A description of services offered in each program including specified objectives, procedures, and impact

The counseling and guidance services offered in the seven systems studied were typical of those described in the professional literature and those existing in other states supporting elementary school counseling programs. Individual counseling and classroom guidance were the most prominent functions of the counselor. Teacher consulting, group counseling, parent consulting, and student assessment were other significant duties for the counselors in these systems. The counselors who were assigned fewer students did less individual counseling and classroom guidance than those counselors serving higher numbers of students. Conversely, the counselors with fewer students did more group counseling, parent consulting, and student assessment. Local priorities and needs seemed to influence counselor function and program objectives. Variations existed not only from system to system but from counselor to counselor within the same system.

The objectives of the services offered appeared to center around four areas: promoting the self-concept development of students, learning to cope with adult relationships (including groups for students experiencing a divorce in their family or similar crisis), developing student social and interpersonal skills, and building academic skills and motivation. Little special emphasis was given to career education as a special topic because it was a part of the classroom guidance activities. Noted areas for improvement based on counselor comments were research and program evaluation.

School counselors generally were providing services to all or almost all of the students and staff members in their respective schools, regardless of the number of students for whom the counselor was responsible. In some cases, the counselors have reported that services were available to all students, but that does not necessarily mean that the counselor has interacted with each and every student. The responses of students and staff members indicate that the school counselors were coming in contact with most of the students in a variety of ways:

86% of the students report that the counselor has talked with or taught their class
28% of the students in grades 3-8 have tried to talk with the school counselor during 1984-85 about a concern or problem
82% of the school staff members report that the counselor demonstrated developmental guidance units in their classrooms
98% of the school staff members report that the counselor worked with some or all of the staff member's students

The counselors were also providing services to parents and staff members:

26% of the parents surveyed report that they are aware of parent group meetings conducted by the counselor, and over half of those parents attended one or more such meetings
35% of the parents have consulted with the school counselor individually about their child
97% of the school staff members have been provided consultation by the school counselor

There are significant differences in the extent to which the counselor provided consultation in specific areas between systems in which counselors had more and less favorable conditions. Counselors with smaller counselor-student ratios and who were assigned to a single school provided consultation to larger percentages of staff members in the areas of:

Parent conferences
Choosing counseling groups
Classroom grouping
Classroom environment
Referral cases

Counselors working under more favorable conditions also provide assistance to larger percentages of teachers with respect to certain types of students:

Withdrawn or insecure
Gifted
Intellectually below average
Under achievers
Referral cases

More students in systems with more favorable counselor conditions have tried to talk with the school counselor about a concern or problem or had received help from outside the school, although the difference between groups of systems only approached but did not reach significance. Larger percentages of parents had talked with the counselor about their child in systems in which counselors had fewer students. The percentage of parents reporting that the counselor conducted meetings for parents differs substantially but not significantly, with the higher percentage being in systems with more favorable conditions.

The information provided on the questionnaires clearly indicates that the counselors were providing services (or making them available) to all students and school staff members, as was indicated in counselor and principal interviews during site visits. Services to parents were also being provided, but to a lesser extent. There are significant differences in the percentages of students, staff members, and parents served in various ways, with counselors in single schools having fewer students showing higher percentages. It must be noted that counselors working under less favorable conditions may, indeed, be providing services to just as many students, staff members, and parents as those in more favorable circumstances. Because of the differences in the numbers to whom services are available, the resulting percentages would be lower for counselors serving higher numbers of students, staff members, and parents. The counselor's impact, in terms of the percentage of students, staff members, and parents served, is at least partially a function of the numbers for whom the counselor is responsible.

The percentage of time devoted to particular types of concerns and methods of providing services (individual and group counseling, classroom guidance activities, consultation, coordination) also quite appropriately varied according to needs of the school within which the counselor was working. Even schools within the same system have been shown to serve quite different populations which may have different needs. Systems in which a system-wide set of objectives had been determined also recognized these differences and have shown the wisdom to allow modification at the school level.

Responses of students in grades 5-8 show that getting along better with classmates and developing a positive self concept are areas in which counselors in all of the programs provided help to larger numbers of students. Again, individual system and/or school priorities and needs are evident in variations of the ranking of areas in which students were helped. Planning for the following year, getting along better at home and getting better grades are examples of areas which had higher priorities in some systems but not in others.

Task 4C: The articulation of guidance programs with other school programs

Only 7% of the staff members surveyed reported that there was confusion over the responsibilities of the school counselor and other school personnel. This is somewhat at variance with the information obtained from principals and counselors in structured interviews during the site visits. Almost without exception the principals gave the articulation of the guidance program with other school programs the highest rating possible. Counselors reported that there were no problems. The role of the counselor in relation to the school psychologist, resource personnel, and other specialized areas was clearly delineated in all cases. The relationship between the counselor and other program area personnel was not necessarily the same in all schools and systems, but in each case the functions of the various staff members were clearly described and did not overlap.

Closer examination of questionnaire responses of staff members showed that those who indicated there was confusion over the role of the counselor were grade-level or subject-area teachers. There were no school principals, resource teachers, school psychologists, or other types of personnel who responded positively to this item. Those reporting confusion existed were representative of six of the seven school systems, indicating that the confusion was not related to a single system or program. Since 13% of the school staff members participating in the survey had been in their schools one year or less, it is possible that confusion may be a function of the individual's inexperience in the school.

In general, there appears to be little, if any, problem of articulation of guidance programs with other school programs. The way in which the guidance program articulates, however, is subject to variation.

Task 4D: The effectiveness of guidance programs in Tennessee

In providing services to students, the counselors were perceived positively by students, parents, and staff members. Although time limitations for this project precluded any type of controlled study in which counselors could demonstrate effectiveness, it was indicated in many ways:

83% of the students learned something new about themselves or their feelings when the counselor came to their class
90% of the students felt better after talking with the counselor
92% of the parents who had talked with the counselor about their child feel the counselor has been helpful to them
97% of the parents who had attended one or more parent meetings feel it has been helpful to them
99+% of the parents who had both talked with the counselor and attended one or more parent meetings feel the counselor has been helpful to them
90% of the parents who had talked with the child feel the counselor has been helpful to the child
99% of the parents who had both talked with the counselor and attended one or more parent meetings feel the counselor has been helpful to the child
77% of the staff members thought the counselor was helpful to students referred for counseling
85% of the staff members thought the consultation provided them by the counselor had been helpful
68% of the staff members thought consultation provided parents had been helpful, although 23% either had not recommended parents for consultation or had not received feedback regarding the helpfulness of consultation

Some evidence of effectiveness was obtained during site visits. In addition, school staff members reported there was evidence of effectiveness (apparent to them) in several areas. Most staff members

(92%) reported there was evidence of counselor effectiveness in at least one area. Over half of the staff members reported there was evidence of counselor effectiveness in each of the following areas: improved student relationships with other students and with parents, better student attitude, more positive student self concept, and reduction in discipline and behavior problems.

Counselors were perceived as meeting the guidance objectives for the school by 81%, and meeting the greatest guidance needs in the school by 83% of the staff members. The major reasons given for dissatisfaction with guidance services and failure to meet needs and objectives were that the counselor served more than one school and/or was responsible for too many students.

Interviews with principals during site visits resulted in unanimous ratings of counselors as meeting all or most of the objectives established for the guidance programs. The counselors had some evidence, (needs assessments, letters of endorsement, and ratings of services) to support the value of the services offered, but little research evidence existed.

Another strong indicator of counselor effectiveness is that those to whom services were available perceived the counselor's services as valuable and needed. Only 3% of the parents and less than 1% of the school staff members surveyed responded that there was no need for a counselor at the elementary school level. Many of the parents had not personally come in contact with the counselor, so it would appear that even though they, themselves, had not had occasion to utilize the services of the counselor, they recognized the need for such services to be available to students and parents.

Task 4E: The relative importance compared to other programs

Site visit reports showed that guidance programs were seen by principals and counselors as providing services not available unless counselors were employed. In some instances the counselors had developed specific projects which were unavailable through other means in response to local needs. For example, one counselor had implemented a support group for parents of gifted students, and another had started instruction for "latchkey" children.

Reports from site visits also indicated that most systems had recently experienced cuts in local funding for programs not directly supported by the State Department of Education, such as art, music, and physical education. In spite of local cutbacks, effecting reductions in other program areas, guidance services provided by a certified school counselor had been maintained. One system, undergoing consolidation with another district, was in the process of reassigning the elementary level guidance personnel to middle schools to equalize the services provided.

According to information obtained during the telephone survey, only 12% of the school systems have had elementary counselors in the past. Many of these were hired, at least initially, as part of funded pilot programs. While some systems retained their counselors for several years, others lost them when external funding ceased. In any case, lack of funding was the primary reason the programs were terminated. Guidance was not singled out, however. Seven of the programs which had elementary guidance positions also had other programs receiving funds from the same source at that time. Six of those systems reported that other programs were similarly or more severely affected at the time the guidance programs were eliminated.

Of the systems which do not currently employ elementary school guidance counselors, 90% of them feel they are needed. The primary reason they are not employed is funding, which was most frequently listed as the major overall need of the school systems which do not have elementary counselors. Elementary counselors were cited as a major need more often (15%) than any other specific program area personnel.

Summary

A small percentage of Tennessee public school systems currently fund full-time elementary guidance positions. Services offered and program objectives vary somewhat in response to local needs and priorities but do not differ considerably from those of elementary guidance programs in other states. The role of the counselor has been clearly defined at the local level in relation to other program personnel so that there is little or no overlapping or confusion. Elementary guidance programs are generally perceived as effective in systems where they are employed and needed by almost all school systems, regardless of whether or not they currently employ elementary counselors. Counselors make unique contributions to the educational system, and are seen as being at least as important as (and in some cases more important than) other special programs (such as art, music, physical education) when funding limitations necessitate the reduction of programs.

APPENDIXES

APPENDIX A

Instruments

IF THE SCHOOL SYSTEM DOES NOT EMPLOY ELEMENTARY GUIDANCE COUNSELORS

1. To the best of your knowledge has your school system ever employed counselors in your elementary schools?

_____ Yes
_____ No

If YES: During what years did your system have elementary guidance counselors? 19____ - 19____

How were the positions funded?
_____ Local funds
_____ State funds
_____ Federal funds
_____ Other ________________________________

For what reason(s) were the positions eliminated?
_____ Lack of funding
_____ Lack of community support
_____ Lack of support of educational personnel
_____ Lack of administrative support
_____ Lack of qualified personnel
_____ No need for them
_____ Other ________________________________

2. Is there a desire on the part of your school system to have guidance counselors at the elementary level?

_____ Yes
_____ No

3. Is there a need for elementary school guidance counselors in your system?

_____ Yes
_____ No

If YES: How was that need established?
_____ Attendance records
_____ Behavior/discipline problems, suspensions
_____ Community/school survey of needs
_____ Dropout rate
_____ Juvenile delinquency, vandalism
_____ Perceptions of need by school board, superintendent
_____ Sociodemographic characteristics (racial/ethnic mixture, socioeconomic level, single parent homes, unemployment rate, etc.)
_____ Test scores, achievement level
_____ Other ________________________________

What is the primary reason why elementary guidance counselors are not currently being provided?
_____ Lack of funding
_____ Lack of community support
_____ Lack of support of educational personnel
_____ Lack of administrative support
_____ Lack of qualified applicants
_____ Other ________________________________

What is the major need the counselor(s) would be expected to address if one or more elementary guidance counselors were employed by your school system?

(over)

4. What are the major needs of your school system?

5. How many counselors does your school system employ?

_____ Middle School
_____ Junior High School
_____ High School

_____ Total

6. Are you anticipating any change in the status of elementary guidance in your school system in the near future?

_____ Yes
_____ No

If YES: What changes are anticipated and what is responsible for them?

If your school system does not employ elementary guidance counselors, you will be asked only the questions on this form. You may disregard the other form.

IF THE SCHOOL SYSTEM DOES EMPLOY ELEMENTARY COUNSELORS

(Elementary counselors are defined as those serving in elementary or presecondary schools not including middle and junior high schools)

1. How many full-time elementary guidance positions are there in your school system this year? (1984-85) __________

2. How long has your system employed elementary counselors (number of years prior to 1984-85)? __________

3. Approximately what percentage of the students in your elementary schools are currently served by elementary counselors? __________

4. How are your elementary guidance positions funded?
   _____ Local funds
   _____ State funds
   _____ Federal funds
   _____ Other ____________________________

5. Has some form of needs assessment been done in the system which identified needs most appropriately met by elementary school guidance counselors?
   _____ Yes
   _____ No

   If YES: On what basis were needs established?
   _____ Attendance records
   _____ Behavior/discipline problems, suspensions
   _____ Community/school survey
   _____ Dropout rate
   _____ Juvenile delinquency, vandalism
   _____ Perceptions of need by school board, superintendent
   _____ Sociodemographic characteristics (racial/ethnic mixture, socioeconomic level, single parent homes, unemployment rate, etc.)
   _____ Test performance, achievement levels
   _____ Other ____

6. What is the major need(s) the elementary guidance counselor(s) is/are expected to address in your school system?

7. Has the number of elementary guidance counselor positions in your school system changed in the last five years?
   _____ Yes: It has _____ increased _____ decreased
   _____ No

   If YES, what has been responsible for the change?

   If YES and a decrease, have other programs suffered similar or more severe effects?
   _____ Yes - Which programs:
   _____ No

(over)

8. Is there a need to increase the number of elementary guidance counseling positions in your school system?

_____ Yes
_____ No

9. Are you anticipating any change in the status of elementary guidance in your school system in the near future?

_____ Yes
_____ No

If YES, what changes are anticipated and why are they expected?

10. What are the major needs of your school system at the present time?

11. How many counselors does your school system employ at the following levels:

_____ Elementary
_____ Chapter I
_____ Middle School
_____ Junior High School
_____ High School

_____ Total

12. Is there someone designated (Guidance Supervisor or Pupil Personnel Services Coordinator) to supervise the elementary guidance counselor(s) in your system?

_____ Yes: Name ______________________________ Title ____________
Phone ______________________________

_____ No

Please list elementary guidance personnel below (indicate if Chapter I)

Name(s)	School(s) Served	Grades	Enrollment

COUNSELOR INTERVIEW

How many schools do you serve?_____
(If more than 1, how is time allotted?)

How many students do you serve?_____

Approximately what percentage of the students have you had contact with this school year?_____%

How long have you been in this school as a counselor?_____YEARS

Were you in the school prior to serving as a counselor? ___YES ___NO
If yes, how many years?_____

Would you describe the community from which your students come as primarily:
___rural
___suburban
___urban
___inner city

Do most of your students:
___live within walking distance of the school
___ ride a school bus, or
___provide their own transportation?

How would you describe the characteristics of the students and their parents?
___large percentage of free lunches
___large percentage of Title/Chapter I students
___high unemployment rate among parents
___large numbers on welfare
___large percentage of single-parent homes
___large percentage of racial/ethnic minorities
___high percentage of homes in which both (if two) or the single parent work
___generally below average achievement levels
___high rate of discipline problems, suspensions

Is there a high rate of active parent participation in PTA or other parent activities organized by the school? ___Yes ___No

Do you generally have the cooperation of parents when you solicit it regarding their children?
___Yes ___No

Do parents frequently come to you regarding concerns about their children? ___Yes ___No

Do you generally have the cooperation of teachers and other staff members in your school when you solicit it? ___Yes ___No

Do teachers and other staff members frequently come to you regarding concerns about their students? ___Yes ___No

On what basis were the guidance program objectives established?

Have you done a needs assessment of some type within your school and/or community? ___Yes ___No

How long ago?

Have you repeated the needs assessment to see if your program has alleviated some of the needs? ___Yes ___No

If yes, did the second needs assessment indicate that your program was impacting the needs in your school/ community? ___Yes ___No

Is there a clear delineation of duties and responsibilities between you and other school service providers in the school?___Yes ___No ___In some cases (Please explain)

What is your role in relation to the school psychologist?

Do you feel that the guidance services in your school could be made more effective? ___Yes ___No

What do you see as the major factor or circumstance or factor that prevents them from being more effective at the present time?

Have you compiled any research data which would indicate that your program is effective?

This could mean that you utilized some type of research design to show change. Examples might include:

1. Pretest-posttest designs (Assessments are given before and after the treatment)
2. Pretest-posttest designs which compare treatment group with a control group which does not receive the treatment
3. Time series design (Utilizes frequent assessments to show evidence of progress over time.)
4. Norm-referenced design (When there is no comparison group and standardized tests with national norms are used, pre- and posttest scores are compared to norms. Initial performance and expected rate of change in the absence of treatment should be documented)
5. Goal-Attainment Scaling

Please indicate the relative amounts of time devoted to each of the guidance activities listed below. You may add categories if some of your activities are not included.

____% Individual counseling
____% Group counseling
____% Classroom guidance
____% Career education
____% Teacher consulting
____% Parent consulting
____% Student assessment
____% Referral services
____% Scheduling
____% Evaluation of guidance
____% Research
____% Discipline
____% Supervision of lunchroom
____% Teaching nonguidance class (as part of guidance assignment)
____% Functioning as principal
____% Other____________________

Do you have a description of your guidance program which indicates whichobjectives of your program are met through the various activities?

____Yes ____No

If Yes, could we have a copy of it?

If No, could you prepare such a program description?

Thank you for sharing the information about your program

PRINCIPAL INTERVIEW

Is the counselor assigned to your school on a full-time basis for counseling?

____Yes ____No

If NO, what percent of the counselor's time is available for counseling in your school?______%

How many students are there in the school?______

What percent of the students in the school are served by the counselor?______

Is there a need for more counselor time in your school? ____Yes ____No

Is there community or parent support for the guidance program?____Yes ____No

If Yes, how do you know?

Is there support among the staff for the guidance program?____Yes ____No

If Yes, how do you know?

Are the guidance positions locally funded? ____Yes ____No

Are there any other programs that are similarly funded? ____Yes ____No

If Yes, what are they?

If yes, do they serve all of the students or only part of them?

____All ____%

How would you describe the articulation between the counseling program and other programs and services in your school?

(____smooth ____it varies, generally smooth ____generally poor ____poor)

If there are problems in articulation, what other programs or services are involved?

Describe any special characteristics of the school or community that have an influence on your counselor's role, activities, and possible effectiveness.

Do you feel your school counselor is meeting the objectives established for the guidance program in your school?

____Yes
____Most of them
____Some of them
____A Few of them
____No

What is/are the unique contributions that the elementary guidance counselor makes to your school?

Are there objectives of the guidance program that are unique to that program in your school?

GUIDANCE SUPERVISOR INTERVIEW

How many of your elementary guidance positions are full-time and how many are part-time? ____full-time ____part-time

If some of your counselors serve more than one school, are all schools served by elementary counselors? ___Yes ___No
How does this work (how many schools does each counselor serve)?___

Approxiomately how many students does each counselor serve?_____

Are there some guidance programs in some of your elementary schools which seem to be more effective than in others?___Yes ___No

If so, how would you describe the differences between the schools in which guidance programs are "more" and "less" effective?

Are there any differences in the guidance programs in the "more" and "less" effective schools?

Do you have any evaluation or research studies which have been done which demonstrate counselor effectiveness? ___Yes ___No

If so, would you be willing to share it with us?

Some examples of research designs might include:

- one-group pre-test post-test designs
- pre-test post-test designs using a comparison or control group
- time series design using frequent assessments over time to show change
- single case or case-study designs
- self-monitoring or behavior recording by the individual
- goal-attainment scaling to show attainment of goals
- norm-referenced designs using comparison of expected change with actual change

What would you say is the unique contribution (or contributions) that elementary guidance counselors make in your system?

Questionnaire Distribution

Questionnaires related to the functioning of the guidance counselor at your school are being supplied for the following groups: students (n=200), parents (n=200), and staff members of your elementary school (n=40). There are three levels of student questionnaires: grades K-2 (on which answers are recorded on a separate answer sheet), grades 3-4 (15 items), and grades 5 and up (16 items).

Students asked to complete the questionnaires should be selected from all classes at a given grade level, with approximately the same number of students chosen to represent each class. Students should be selected systematically (every fifth, tenth, fifteenth, twentieth, etc. name on the teacher's alphabetized class list) in the hope of getting a representative sample of the students in your school. Approximately 200 student questionnaires have been prepared for use in your school. If possible, the questionnaires should be administered by someone other than the counselor in order to avoid bias. Students completing the K-2 instrument are not expected to read the items but will need someone to read the questions to them. Specific directions for this instrument are included.

Questionnaires for approximately 200 parents are also included. Once the 200 students have been selected, the parents of those students should serve as the parents to be sampled. We recognize that in some cases it may be very difficult to obtain a high rate of return on parent questionnaires, but we do appreciate your efforts.

Questionnaires for 40 staff members (excluding the counselor) are included. Specific faculty members to receive questionnaires include the principal, special education/resource teacher, school psychologist, school social worker (if there is one), other specialists. Once questionnaires have been designated for these individuals, the remainder of the questionnaires should be distributed to faculty in such a manner that all grade levels will be represented as equally as possible. Again, we realize that not all questionnaires will be returned.

When the questionnaires have been completed (or as many as you have reason to believe will be completed) and returned, please send them via Federal Express, United Parcel Service, or some other form of rapid, guaranteed delivery to:

Dr. Judy Boser
Bureau of Educational Research and Service
214 Claxton Addition
University of Tennessee
Knoxville, Tennessee 37916

Please write a letter or send a statement from your school, attaching the freight bill that shows the amount paid, requesting reimbursement for shipping charges incurred in mailing materials for the Tennessee Elementary Guidance Study as per our agreement. We can then process payment that will cover shipping charges.

Participation in the survey should be voluntary for students, parents, and staff members. If some who have been selected do not wish to fill out a questionnaire, others may be selected to replace them. For parents, however, this will not be practical as those who do not want to participate will most likely simply not return the questionnaires.

Thank you very much for your participation and assistance in this study of elementary guidance programs in Tennessee.

Questionnaire Administration Within the School

Questionnaires related to the functioning of the guidance counselor in the elementary school are included for the following groups: students, parents, and staff members. There are three levels of student questionnaires: grades K-2 (on which only ten questions are asked with the answers being recorded on a separate answer sheet), grades 3-4 (15 items), and grades 5 and up (16 items).

Student Sampling

Please check to see how many student questionnaires you have for each of the three grade-level groups. Then divide the number of questionnaires as evenly as possible among the grade levels for which they are appropriate within your school. After you have decided how many forms are to be used for each individual grade level, systematically select one child from each class at that grade level (for example, the fifth child on the teacher's alphabetized list). At this point each class should be evenly represented. Continue to select students systematically from each classroom (tenth child, fifteenth child, twentieth child, etc.,) until you have selected as many students as you have questionnaires at that grade level. By systematically selecting one child from each class, then selecting a second child from each class, and so on, no one class should be dramatically overrepresented in the group completing the questionnaires.

Administration of Student Questionnaires

If possible, someone other than the counselor should administer or supervise the administration of the student questionnaires to avoid any possible bias. Students in grade 3 and above may be able to read the questionnaire by themselves. The directions at the top of the questionnaire should be read to them as they follow on their questionnaires. If there is doubt about their ability to read the items, it would be advisable for the adult to read the items along with the students as they complete the questionnaires. Instructions for the K-2 form are included separately since the students are not expected to read the items themselves at these grade levels.

Parent Questionnaires

Once the students have been selected and completed the questionnaire, their parents can serve as the parent sample. The same number of parent questionnaires have been included as student questionnaires. There is, however, no difference in parent questionnaires according to the grade level of the student as there is only one parent form of the instrument. We realize that it may be very difficult to obtain a high rate of return on parent questionnaires in some communities, but we do appreciate your efforts.

School Staff Member Questionnaires

Questionnaires for staff members have also been included. Specific faculty members who should receive questionnaires include the principal, special education/resource teacher, school psychologist, and school social worker (if there is one). The remainder of the questionnaires should be distributed to faculty in such a manner that all grade levels, special program areas, and other specialists will be represented as equally as possible. If it is necessary to choose from among two or more teachers at a grade level, please do so systematically (first name alphabetically at kindergarten level, second name alphabetically at first grade, etc.) following an established pattern so as to obtain a representative sample.

When all questionnaires have been completed in your school (or as many as you realistically think will be completed and returned), fasten them together and label them with the school name. Questionnaires from all schools in your system can be mailed together, but questionnaire groups should be identifiable as to the school which they represent.

Thank you very much for your participation and assistance in this study of elementary guidance programs in Tennessee.

Directions for Administering K-2 Form of Student Questionnaire

Each child should have a copy of the K-2 answer sheet and a pencil. The person administering the questionnaire will read the directions and items, then monitor to insure that students are marking their answer sheets correctly. The person administering the questionnaire should enter the name of the school on the answer sheet in the blank provided although questionnaires from the school are to be mailed together and should be identifiable.

Ask the students to find the "K" or the "1" or the "2" on the left side of the answer sheet (ask them only to find the one that represents their grade) and draw a circle around it.

Directions to be read to the students are printed in capital letters; directions to the person administering the instrument are in lower case letters.

I'M GOING TO READ YOU SOME QUESTIONS, AND AFTER I READ EACH ONE YOU WILL HAVE A CHANCE TO MARK YOUR ANSWER ON THE PAPER YOU HAVE IN FRONT OF YOU. THERE ARE NO RIGHT OR WRONG ANSWERS. I JUST WANT TO FIND OUT WHAT YOU THINK ABOUT SOME THINGS.

I WANT YOU TO HOLD YOUR PENCIL IN YOUR RIGHT HAND AND PUT A FINGER FROM YOUR OTHER HAND ON THE PICTURE OF THE STAR

(Check to see if students found the first drawing. If some students did not find the drawing, ask one of the children who found the drawing to hold up his or her answer sheet and point to it until all the children have found it.)

DOES EVERYONE KNOW WHAT A CIRCLE LOOKS LIKE? CAN YOU PUT THE POINT OF YOUR PENCIL INSIDE OF THE CIRCLE NEXT TO THE STAR BUT DO NOT MARK IN THE CIRCLE YET. IT HAS THE WORD "YES" INSIDE OF IT.

(Check to see if students recognized the circle. Again, if some students do not recognize the circle, it may be necessary to hold up an answer sheet and point to the circle

THAT'S VERY GOOD. NOW I WANT TO SEE IF YOU CAN PUT THE POINT OF YOUR PENCIL INSIDE OF THE SQUARE THAT IS BESIDE THE STAR BUT DO NOT MARK INSIDE OF THE SQUARE. LET'S SEE IF EVERYONE CAN FIND THE SQUARE. IT HAS THE WORD "NO" INSIDE OF IT.

(Check to see if students recognized the square)

VERY GOOD. KEEP YOUR FINGER ON THE STAR AND LISTEN TO THE FIRST QUESTION.
DO YOU KNOW WHO YOUR SCHOOL COUNSELOR IS?
IF YOU KNOW WHO YOUR SCHOOL COUNSELOR IS, MARK AN 'X' INSIDE THE CIRCLE THAT HAS THE WORD "YES" IN IT BESIDE THE STAR
IF YOU DON'T KNOW WHO YOUR SCHOOL COUNSELOR IS, MARK AN "X" INSIDE THE BOX THAT HAS THE WORD "NO" IN IT BESIDE THE STAR

(Check to see if each child has marked an "x" inside either the circle or square but not both.)

NOW PUT YOUR FINGER ON THE BOOK
THE NEXT QUESTION IS, DO YOU KNOW WHERE YOUR SCHOOL COUNSELOR'S OFFICE IS LOCATED?
IF YOUR ANSWER IS "YES", MARK AN "X" INSIDE THE CIRCLE BESIDE THE BOOK
IF YOUR ANSWER IS "NO", MARK AN "X" INSIDE THE BOX

(Check again to see if the children are following directions)

NOW PLACE YOUR FINGER ON THE CAT
HAS THE COUNSELOR TALKED TO YOUR CLASS OR TAUGHT YOUR CLASS?
IF YOUR ANSWER IS "YES", MARK AN "X" INSIDE THE CIRCLE BESIDE THE CAT
IF YOUR ANSWER IS "NO", MARK AN "X" INSIDE THE BOX

NOW PLACE YOUR FINGER ON THE SPOON
HAVE YOU LEARNED ANYTHING NEW ABOUT YOURSELF OR YOUR FEELINGS WHEN THE COUNSELOR CAME TO YOUR CLASS?
IF YOUR ANSWER IS "YES", MARK AN "X" INSIDE THE CIRCLE BESIDE THE SPOON
IF YOUR ANSWER IS 'NO', MARK AN "X" INSIDE THE BOX

PLACE YOUR FINGER ON THE FLOWER
DOES THE COUNSELOR KNOW WHO YOU ARE?
IF YOU THINK THE COUNSELOR KNOWS WHO YOU ARE, MARK AN 'X" INSIDE THE CIRCLE BESIDE THE FLOWER
IF YOU DON'T THINK THE COUNSELOR KNOWS WHO YOU ARE, MARK AN "X" INSIDE THE BOX

PLACE YOUR FINGER ON THE CAR
DOES THE COUNSELOR LISTEN WHEN STUDENTS TALK ABOUT THEMSELVES?
IF YOUR ANSWER IS "YES", MARK AN "X" INSIDE THE CIRCLE BESIDE THE CAR
IF YOUR ANSWER IS "NO", MARK AN "X" INSIDE OF THE BOX

PLACE YOUR FINGER ON THE BIRD
DO YOU LIKE SCHOOL?
IF YOU LIKE SCHOOL, MARK AN "X" INSIDE THE CIRCLE BESIDE THE BIRD
IF YOU DON'T LIKE SCHOOL, MARK AN "X" INSIDE THE BOX

PLACE YOUR FINGER ON THE BALL
DO YOU HAVE FRIENDS AT SCHOOL?
IF YOU HAVE FRIENDS AND YOUR ANSWER IS "YES", MARK AN "X" INSIDE THE CIRCLE BESIDE THE BALL
IF YOU DON'T HAVE FRIENDS AT SCHOOL, MARK AN "X" INSIDE OF THE BOX

PUT YOUR FINGER ON THE APPLE
DO YOU FEEL YOU DO GOOD WORK AT SCHOOL?
IF YOUR ANSWER IS "YES", MARK AN "X" INSIDE OF THE CIRCLE BESIDE THE APPLE
IF YOUR ANSWER IS "NO", MARK AN "X" INSIDE OF THE BOX

FIND THE TREE AND PUT YOUR FINGER ON IT.
DOES THE COUNSELOR CARE ABOUT HOW YOU ARE GETTING ALONG AT SCHOOL?
IF YOU THINK THE COUNSELOR CARES ABOUT YOU AT SCHOOL, MARK AN "X" IN THE CIRCLE BESIDE OF THE TREE
IF YOU THINK THE COUNSELOR DOES NOT CARE ABOUT HOW YOU ARE GETTING ALONG AT SCHOOL, MARK AN "X" IN THE BOX.

THANK YOU. YOU DID A VERY GOOD JOB OF MARKING.

(Collect the papers; try to scan to see if each child marked either yes or no for each question. If some child did not follow directions throughout, you may want to go over the questionnaire again with that child individually.)

(Answer sheet for grades K-2)

Grade: K 1 2

School________________________

	1.	YES	NO
	2.	YES	NO
	3.	YES	NO
	4.	YES	NO
	5.	YES	NO
	6.	YES	NO
	7.	YES	NO
	8.	YES	NO
	9.	YES	NO
	10.	YES	NO

STUDENT QUESTIONNAIRE - GRADES 3-4

School ______________________ How long have you attended this school? ______
Grade __________ Gender: _____1. Male _____2. Female

Please answer the following questions about the counseling services in your school by circling a "1" if your answer is Yes, "2" if your answer is No, and "3" if you don't know. There are no right or wrong answers. You do not need to write your name on this sheet. Thank you.

Yes	No	Don't Know		
1	2	3	1.	Do you know who your school counselor is?
1	2	3	2.	Do you know where your school counselor's office is located?
1	2	3	3.	Has the counselor talked to your class or taught your class?
1	2	3	4.	Have you learned anything new about yourself or your feelings when the counselor came to your class?
1	2	3	5.	Does the counselor know who you are?
1	2	3	6.	Does the counselor listen when students talk about themselves?
1	2	3	7.	Do you like school?
1	2	3	8.	Do you have friends at school?
1	2	3	9.	Do you feel you do good work at school?
1	2	3	10.	Does the counselor care about how you are getting along at schoo
1	2	3	11.	Could you trust the counselor to keep a secret?
1	2	3	12.	If you had a problem, would you feel you could talk about it with your school counselor?
1	2	3	13.	Have you tried to talk with your school counselor this year about a concern or problem?
1	2	3	14.	Did the counselor try to help you when you needed help?
1	2	3	15.	Did you feel better after talking with the counselor?

STUDENT QUESTIONNAIRE - GRADE 5 and UP

School ______________________________ How long have you attended this school? ______
Grade __________ Gender: _____1. Male _____2. Female

Please answer the following questions about the counseling services in your school by circling a "1" if your answer is Yes, "2" if your answer is No, and "3" if you don't know. There are no right or wrong answers. You do not need to write your name on this sheet. Thank you.

Yes	No	Don't Know	
1	2	3	1. Do you know who your school counselor is?
1	2	3	2. Do you know where your school counselor's office is located?
1	2	3	3. Has the counselor talked to your class or taught your class?
1	2	3	4. Have you learned anything new about yourself or your feelings when the counselor came to your class?
1	2	3	5. Does the counselor know who you are?
1	2	3	6. Does the counselor listen when students talk about themselves?
1	2	3	7. Do you like school?
1	2	3	8. Do you have friends at school?
1	2	3	9. Do you feel you do good work at school?
1	2	3	10. Does the counselor care about how you are getting along at scho
1	2	3	11. Could you trust the counselor to keep a secret?
1	2	3	12. If you had a problem, would you feel you could talk about it with your school counselor?
1	2	3	13. Have you tried to talk with your school counselor this year about a concern or problem?
1	2	3	14. Did the counselor try to help you when you needed help?
1	2	3	15. Did you feel better after talking with the counselor?

Has your school counselor helped you in any of the ways listed below? (Check any of them which would be true for you)

_____16. get along better with teachers
_____17. get along better with classmates
_____18. get along better at home
_____19. get better grades
_____20. understand why I behave like I do
_____21. learn about jobs
_____22. plan for next year
_____23. feel proud of what I can do
_____24. get help from outside of the school

Dear Parent:

The State Department of Education is studying elementary guidance programs. Your school is one of those selected to participate in the study. Because of the number of parents, only some of the parents in your school are being asked to complete this form. Please answer the questions below and return this form to the school with your child. There are no right or wrong answers. Please just tell us how you feel and what you know about the counseling services in your child's elementary school. Thank you.

Child's school ____________________

Child's grade __________

Number of years child has attended this school __________

Please answer each question below by circling a "1" if your answer is "YES," "2" if your answer is "NO," or "3" if you don't know.

Yes	No	Don't Know		
1	2	3	1.	Do you know who your child's school counselor is?
1	2	3	2.	Do you know where your school counselor's office is located?
1	2	3	3.	Does the counselor work with all children in the school?
1	2	3	4.	Have you talked with the school counselor about your child?
1	2	3	5.	If you had a concern about your child, would you feel free to contact the school counselor?
1	2	3	6.	Does your school counselor have groups for parents to discuss test scores, child-rearing concerns or problems?
1	2	3	7.	If you answered "yes" to question 6, have you attended any of the parent meetings conducted by the school counselor?
1	2	3	8.	If your child had a special problem or concern about school or school-related activities, would you encourage your child to talk to the school counselor?
1	2	3	9.	Has the counselor been helpful to you?
1	2	3	10.	Do you feel that the counselor has been helpful to your child?
1	2	3	11.	Do you feel there is a need for a counselor in the elementary school?
1	2		12.	Do you have older children who attend or have attended this school?

Dear School Staff Member:

The State Department of Education is studying elementary guidance programs. Your school, with the agreement of your superintendent, has been selected to participate in the study. Please answer the questions below and return this form. There are no right or wrong answers. Please just tell us how you feel and what you know about the counseling services in your elementary school. It is not necessary to sign your name on this form. Your cooperation is appreciated very much.

School ______________________________

Position:
_____1. Principal
_____2. Teacher, Grade _____
_____3. Resource Teacher
_____4. Subject Area Teacher ___________________(Subject)
_____5. School Psychologist
_____6. Other (Please specify) ______________________________

How many years have you been in this school? _________

1. Does the counselor work with all children in the school?
   _____1. Yes _____2. No

2. Has your counselor demonstrated developmental guidance units in your classroom?
   _____1. Yes _____2. No

3. Approximately how many times has your school counselor talked to your class this year? _________

4. In which of the following ways has the counselor worked this year with some or all of your students: (Check all which apply)
   _____a. individual cases
   _____b. one or more small groups in counseling
   _____c. the whole class
   _____d. no one

5. With regard to which of the following have you worked in consultation with your school counselor: (Check all which apply)
   _____a. parent conferences
   _____b. problem cases
   _____c. choosing counseling groups
   _____d. grouping (classroom)
   _____e. behavior problems
   _____f. classroom environment
   _____g. referral cases
   _____h. other ______________________________

6. With which of the types of students has the counselor provided assistance to you:
   _____a. discipline problems
   _____b. withdrawn or insecure students
   _____c. gifted students
   _____d. intellectually below average students
   _____e. under achievers
   _____f. referral cases

7. In which of the following areas is there evidence of the effectiveness of your school counselor? (You have noted change after the counselor provided service to an individual or group of students, parents, or faculty members) (Check all which apply)

______a. improved relations between students
______b. improved relations between students and teachers
______c. improved relations between parents and the school
______d. improved relations between your school and the one your students attend after completion of all grades in your building
______e. improved relations between school and community
______f. better attitude on the part of students
______g. more positive student self concept
______h. improved performance on standardized tests
______i. improved attendance
______j. reduction in numbers of retentions
______k. reduction in truancy
______l. reduction in discipline/behavior problems
______m. reduction in suspensions
______n. reduction in drop-out rate
______o. early identification of and provision of treatment for learning problems
______p. better coordination (and greater use when appropriate) of resources outside of school
______q. facilitation of the identification and placement of children with handicapping conditions
______r. alcohol/drug awareness

8. When you have referred a child to your school counselor for counseling, do you feel the child was helped by the counseling?

______1. Always
______2. Usually
______3. Sometimes
______4. Seldom
______5. Never
______6. Not applicable

9. When you have consulted with the counselor, did you feel it was helpful to you?

______1. Always
______2. Usually
______3. Sometimes
______4. Seldom
______5. Never
______6. Not applicable

10. If parents of your students have consulted with the counselor, have you been given feedback about the benefit of the consultation to the parents that would indicate it was

______1. Always helpful
______2. Usually helpful
______3. Sometimes helpful
______4. Seldom helpful
______5. Never helpful
______6. Not applicable

11. If you have been less than satisfied with the counseling services in your school, check the reason or reasons for that dissatisfaction:
_____Insufficient counselor time available because of scheduled activities
_____High pupil/counselor ratio
_____Counselor not in the building when needed (serves other schools)
_____Lack of community resources
_____Lack of counselor assistance
_____Difficulty in securing parent cooperation
_____Lack of resources within the school
_____One or more responsibilities (specify) accepted by the counselor would be more appropriately assumed by other school personnel _____
____
_____Responsibilities (specify) undertaken by other personnel would be more appropriately assumed by the counselor _____________________
_____Lack of support for the counselor
_____Other ____

12. Is there confusion over the responsibilities of the counselor and responsibilities of other school personnel?
_____1. Yes
_____2. No
_____3. Sometimes (Explain) ___________________________

13. Do you think there is a need for a counselor in the elementary school?
_____1. Yes
_____2. No
_____3. Don't know

14. Do you feel your school counselor is meeting the guidance objectives for your school?
_____1. Yes
_____2. No
_____3. Partially (Please explain) ___________________________

15. Do you feel your school counselor is meeting the greatest guidance needs in your school?
_____1. Yes
_____2. No (Please explain) ___________________________

Please add any other comments you wish to make about the guidance program in your elementary school

Thank you for taking the time to provide this information.